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ABSTRACT

This document contains four Congressional hearings on H.R. 4164, the Vocational-Technical Education Act of 1983, to strengthen and expand the economic base of the Nation, develop human resources, reduce structural unemployment, increase productivity, and strengthen the Nation's defense capabilities by assisting the States to expand, improve, and update high-quality programs of vocational-technical education, and for other purposes. Witnesses provide recommendations, reactions, improvements, and suggestions relating to this bill, highlights of which include the focus on updating vocational education programs, the emphasis on high technology training programs operated in conjunction with industry, and the new authorizations for youth with special needs, adult training and retraining, and vocational guidance and counseling. The text of H.R. 4164 appears first. Testimony includes statements, prepared statements, letters, and supplemental materials from individuals representing the American Association of Retired Persons; National Association of State Boards of Education; American Vocational Association; American Association for Counseling Development; Council of Great City Schools; Vocational Education Regions 9, 10, 11, and 12; Correctional Education Association; National Coalition for Women and Girls in Education; American Association of School Administrators; Full Access and Rights to Education Coalition; Vocational Education Equity Council; National Association of State Directors of Vocational Education; Association of Independent Colleges and Universities; National School Boards Association; National Association of Community and Junior Colleges; Council of Chief State School Officers; National Association of Home Builders; National Alliance of Business; Committee for Economic Development; International Reading Association; and representatives in Congress. (YLB)

ED244146

CE038997

VOCATIONAL-TECHNICAL EDUCATION ACT OF 1983

HEARINGS

BEFORE THE

SUBCOMMITTEE ON ELEMENTARY, SECONDARY, AND VOCATIONAL EDUCATION

OF THE

COMMITTEE ON EDUCATION AND LABOR
HOUSE OF REPRESENTATIVES

NINETY-EIGHTH CONGRESS

FIRST SESSION

ON

H.R. 4164

TO STRENGTHEN AND EXPAND THE ECONOMIC BASE OF THE NATION, DEVELOP HUMAN RESOURCES, REDUCE STRUCTURAL UNEMPLOYMENT, INCREASE PRODUCTIVITY, AND STRENGTHEN THE NATION'S DEFENSE CAPABILITIES BY ASSISTING THE STATES TO EXPAND, IMPROVE, AND UPDATE HIGH-QUALITY PROGRAMS OF VOCATIONAL-TECHNICAL EDUCATION, AND FOR OTHER PURPOSES

HEARINGS HELD IN WASHINGTON, D.C., ON NOVEMBER 1-3, 9, 1983

Printed for the use of the Committee on Education and Labor

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VOCATIONAL-TECHNICAL EDUCATION ACT OF 1983

NOVEMBER 1, 1983

House of Representatives,
Subcommittee on Elementary, Secondary,
and Vocational Education,
Committee on Education and Labor,
Washington, D.C.

The subcommittee met, pursuant to call, at 9:30 a.m., in room 2261, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the subcommittee) presiding.

Members present: Representatives Perkins, Andrews, Kildee, Williams, Goodling, Packard, and Gunderson.

Staff present: John F. Jennings, counsel, Richard DiEugenio, Republican senior legislative associate.

Chairman Perkins. The committee will come to order.

The Subcommittee on Elementary, Secondary, and Vocational Education is beginning hearings today on H.R. 4164, the Vocational-Technical Education Act of 1983.

I introduced this bill last Wednesday, along with Congressman Goodling and 21 other cosponsors, 11 of whom are on this committee. This bill is the product of extensive work by the American Vocational Association, the American Association of Community and Junior Colleges and the National Association of State Directors of Vocational Education. I commend these three outstanding organizations for their initiative and hard work in drafting a bill and consulting with many other individuals and groups.

Some of the highlights of the bill are the focus on updating vocational education programs, the emphasis of high technology training programs operated in conjunction with industry, and the new authorizations for youth with special needs, adult training and retraining, and vocational guidance and counseling.

I believe this bill contains many positive features intended to meet the future vocational needs of our country. During our hearings this week, we are interested in witnesses' recommendations, reactions, improvements, and suggestions relating to this bill and other alternatives that may be presented.

We are hopeful that the introduction of this bill and these hearings will help sharpen the issues in vocational education reauthorization and enable this committee to fashion the best possible legislation.

[Text of H.R. 4164 follows:]

I

98TH CONGRESS
1ST SESSION

H. R. 4164

To strengthen and expand the economic base of the Nation, develop human resources, reduce structural unemployment, increase productivity, and strengthen the Nation's defense capabilities by assisting the States to expand, improve, and update high-quality programs of vocational-technical education, and for other purposes.

IN THE HOUSE OF REPRESENTATIVES

OCTOBER 19, 1983

Mr. PERKINS (for himself, Mr. GOODLING, Mr. FORD of Michigan, Mr. JEFFORDS, Mr. BIAGGI, Mr. PETRI, Mr. KILDEE, Mrs. ROUKEMA, Mr. WILLIAMS of Montana, Mr. GUNDERSON, Mr. BOUCHER, Mr. CHANDLER, Mr. ECKART, Mr. MITCHELL, Mr. DICKS, Mr. FUQUA, Mr. SHANNON, Mr. JENKINS, Mr. OBERSTAR, Ms. KAPTUR, Mr. MACKAY, Mr. BROWN of California, and Mr. WATKINS) introduced the following bill; which was referred to the Committee on Education and Labor

---

A BILL

To strengthen and expand the economic base of the Nation, develop human resources, reduce structural unemployment, increase productivity, and strengthen the Nation's defense capabilities by assisting the States to expand, improve, and update high-quality programs of vocational-technical education, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SHORT TITLE; TABLE OF CONTENTS

SECTION 1. This Act may be cited as the "Vocational Technical Education Act of 1983".

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TITLE I—PURPOSE; AUTHORIZATION OF APPROPRIATIONS; AND ALLOTMENTS

STATEMENT OF PURPOSE

SEC. 101. (a) It is the purpose of this Act (1) to assist the States to expand, improve, and intensify existing vocational-technical education programs, (2) to develop new programs in order to meet the needs of our Nation's existing and future work force for marketable skills, and for skills needed in the work of the home, and (3) to assist in affording ready access to high-quality vocational education to individuals of all ages, and of all levels of education, in all communities of a State.

(b) In order to accomplish the purpose stated in subsection (a), this Act authorizes assistance to the States to enable them to assist institutions of all types, including comprehensive high schools, general high schools, area vocational schools, community, technical, and junior colleges, and others—

(1) to design programs of vocational education that prepare individuals for employment (including self employment) in the current and projected labor market, and to cooperate with the private sector of the economy to make these programs pertinent to the technology and practices of the workplace;

(2) to assist the disadvantaged, the handicapped, individuals of limited English proficiency, minorities and women to take full advantage of vocational education and opportunities for employment, through programs and services to meet their special needs;

(3) to improve the academic foundations of vocational students in mathematics, science, written and verbal communication, and the application of newer

technologies (including the use of computers) in terms of employment or occupational goals;

(4) to build a capacity to deliver vocational education services and to train, retrain, and upgrade employed and unemployed workers in new skills for which there is a demand in that State or employment market, through a variety of special programs designed with advice of employers;

(5) to assist the most economically depressed communities of a State to raise employment and occupational competencies of its citizens;

(6) to improve the effectiveness of consumer and homemaking education in preparing both males and females for the work of the home, and to better utilize the resources of home economics for community outreach to special populations; and

(7) to assist the States to utilize a full range of supportive services and special programs (including guidance counseling and placement) required to achieve the basic purposes of this Act.

AUTHORIZATION OF APPROPRIATIONS

SEC. 102. (a) There are authorized to be appropriated $725,000,000 for fiscal year 1985, $825,000,000 for fiscal year 1986, $950,000,000 for fiscal year 1987, and such sums as may be necessary for each succeeding fiscal year for the purpose of carrying out part A of title II and title III.

(b) There are authorized to be appropriated $60,000,000 for fiscal year 1985, $80,000,000 for fiscal year 1986, $80,000,000 for fiscal year 1987, and such sums as may be necessary for each succeeding fiscal year for the purpose of carrying out part B of of title II.

(c) There are authorized to be appropriated $50,000,000 for fiscal year 1985, $60,000,000 for fiscal year 1986, $70,000,000 for fiscal year 1987, and such sums as may be necessary for each succeeding fiscal year to carry out part C of title II.

(d) There are authorized to be appropriated $50,000,000 for fiscal year 1985, and such sums as may be necessary for each succeeding fiscal year to carry out part D of title II.

(e) There are authorized to be appropriated $325,000,000 for fiscal year 1985, $400,000,000 for fiscal year 1986, $500,000,000 for fiscal year 1987, and such sums as may be necessary for each succeeding fiscal year to carry out part E of title II.

(f) There are authorized to be appropriated $275,000,000 for fiscal year 1985, $350,000,000 for fiscal year 1986, $400,000,000 for fiscal year 1987, and such sums as may be necessary for each succeeding fiscal year to carry out part F of title II.

(g) There is hereby authorized to be appropriated $500,000 for the fiscal year ending September 30, 1984, and such sums as may be necessary for each succeeding fiscal year, for the purposes of section 303.

(h) There are hereby authorized to be appropriated $8,000,000 for fiscal year 1985, and such sums as may be necessary for each fiscal year thereafter for the purpose of making grants to State councils to carry out section 402.

(i) There are authorized to be appropriated $10,000,000 for fiscal year 1985, and for each succeeding fiscal year, for the purpose of assisting States in—

(1) preparing the three-year plan required by section 411;

(2) preparing the State plan update and progress report required by section 421;

(3) the collection of data required by this Act for planning and reporting purposes; and

(4) conducting the program evaluations required by section 422.

REQUIREMENTS FOR RECEIPT OF ALLOTMENTS

SEC. 103. In order to receive any allotment under section 104, a State shall—

(1) establish a State board and a State council in accordance with part A of title IV;

(2) have an approved State plan and an approved State application under part B of such title; and

(3) not have failed to comply with part C of such title and with the other provisions of this Act.

ALLOTMENT OF APPROPRIATIONS

SEC. 104. (a)(1) Subject to subsection (b), each amount appropriated under section 102 which is available (after deduction of the amounts required to be reserved by subsections (c) and (d) of this section) for parts A, B, C, D, E, and F of title II shall be allotted among the States as follows:

(A) Each State shall be allotted for each such part an amount which bears the same ratio to 50 per centum of the amount available for such part as the product of—

(i) the population aged fifteen to nineteen inclusive, in the State in the fiscal year preceding the fiscal year for which the determination is made; and

(ii) the State's allotment ratio (as determined under paragraph (2)),

bears to the sum of the corresponding products for all the States.

(B) Each State shall be allotted for each such part an amount which bears the same ratio to 20 per centum of the amount available for such part as the product of—

(i) the population aged twenty to twenty-four, inclusive, in the State in the fiscal year preceding the fiscal year for which the determination is made; and

(ii) the State's allotment ratio,

bears to the sum of the corresponding products for all the States.

(C) Each State shall be allotted for each such part an amount which bears the same ratio to 15 per centum of the amount available for such part as the product of—

(i) the population aged twenty-five to sixty-five, inclusive, in the State in the fiscal year preceding the fiscal year for which the determination is made; and

(ii) the State's allotment ratio,

bears to the sum of the corresponding products for all the States.

(D) Each State shall be allotted for each such part an amount which bears the same ratio to 15 per centum of the amount available for such part as the sum of the amounts allotted to the State under subparagraphs (A), (B), and (C) for such years bears to the sum of the amounts allotted to all the States under subparagraphs (A), (B), and (C) for such year.

(2)(A) For the purposes of paragraph (1) of this subsection, the allotment ratio for any State shall be 1.00 less the product of—

(i) 0.50; and

(ii) the quotient obtained by dividing the per capita income for the State by the per capita income for all the States (exclusive of Puerto Rico, Guam, American Samoa, the Virgin Islands, the Northern Mariana Islands, and the Trust Territory of the Pacific Islands).

(B) Notwithstanding subparagraph (A)—

(i) the allotment ratio in no case shall be more than 0.60 or less than 0.40; and

(ii) the allotment ratio for Puerto Rico, Guam, American Samoa, the Virgin Islands, the Northern Mariana Islands, and the Trust Territory of the Pacific Islands shall be 0.60.

(C) The allotment ratios shall be promulgated by the Secretary for each fiscal year between October 1 and December 31 of the fiscal year preceding the fiscal year for which the determination is made. Allotment ratios shall be computed on the basis of the average of the appropriate per capita incomes for the three most recent consecutive fiscal years for which satisfactory data are available.

(D) For purposes of this paragraph, the term "per capita income" means, with respect to a fiscal year, the total personal income in the calendar year ending in such year, divided by the population of the area concerned in such year.

(E) For the purposes of this section, population shall be determined by the Secretary on the basis of the latest estimates available.

(b)(1) If the sum of any State's allotments under subsection (a) for any fiscal year is less than $200,000, each of such State's allotments shall be ratably increased to the extent necessary to increase such sum to $200,000. The total of the increases thereby required shall be obtained by proportionally reducing the allotments to each of the remaining States, but with such adjustments as may be necessary to prevent the allotment of any such remaining States from being thereby reduced to less than $200,000.

(2) If the Secretary determines that any amount of any State's allotment under subsection (a) for any fiscal year will not be required for such fiscal year for carrying out the program for which such amount has been allotted, the Secretary shall make such amount available for reallotment. Any such reallotment among other States shall occur on such dates

during the same year as the Secretary shall fix, and shall be made on the basis of criteria established by regulation. No funds may be reallotted for any use other than the use for which they were appropriated. Any amount reallotted to a State under this subsection for any fiscal year, shall remain available for obligation during the succeeding fiscal year and shall be deemed to be part of its allotment for the year in which it is obligated.

(c) From the sums appropriated pursuant to section 102(a) to carry out part A of title II and title III for any fiscal year, the Secretary shall reserve an amount equal to 5 percent of such sums. From the amount so reserved, the Secretary shall—

(1) transfer an amount, not to be less than $3,000,000 but not to exceed $5,000,000 in any fiscal year, to the National Occupational Information Coordinating Committee (established pursuant to section 302);

(2) use an additional amount of not less than $6,000,000 in any fiscal year for the National Center for Research in Vocational Education (established pursuant to section 304);

(3) use an amount of not less than $3,000,000 in any fiscal year for the program of special institutes authorized by section 305(a)(1); and

(4) use the remainder of the amount so reserved for other programs authorized under title III.

(d)(1) From the remainder of the sum appropriated pursuant to section 102(a) to carry out part A of title II and title III for any fiscal year (after deduction of the amount reserved pursuant to subsection (c)), the Secretary is authorized to reserve an amount approximately equivalent to the amount determined under paragraph (2), but not in excess of 1 per centum of such remainder, for the purpose of providing vocational education programs to eligible Indians through Indian tribes and through the Bureau of Indian Affairs.

(2) The amount determined under this paragraph is an amount which bears the same ratio to the sum appropriated pursuant to section 102(a) to carry out part A of title II and title III for the fiscal year as—

(A) the population aged fifteen to twenty-four, inclusive, of eligible Indians bears to

(B) the total population of all the States aged fifteen to twenty-four, inclusive.

(3)(A) From the amount so reserved, the Secretary is directed, upon the request of any eligible Indian tribe, to enter into a contract or contracts with the tribal organization of any such Indian tribe to plan, conduct, and administer programs, or portions thereof, which are authorized by and consistent with the purposes of this Act. Any such contracts shall be subject to the terms and conditions of section 102 of the Indian Self-Determination Act. Programs under such contracts shall be conducted in accordance with the provisions of sections 4, 5, and 6 of the Act of April 16, 1934, which are relevant to the programs administered under this subsection.

(B) From any remaining funds reserved pursuant to paragraph (1), the Secretary is authorized to enter into an agreement with the Commissioner of the Bureau of Indian Affairs for the operation of vocational education programs authorized by this Act in institutions serving eligible Indians, and the Secretary of the Interior is authorized to receive these funds for those purposes.

(C) The Bureau of Indian Affairs shall expend an amount equal to the amount made available under this paragraph to pay a part of the costs of programs funded under this paragraph. During each fiscal year the Bureau of Indian Affairs shall expend no less than the amount expended during the prior fiscal year on vocational education programs, services, and activities. The Secretary and the Commissioner of Indian Affairs shall jointly prepare a plan for the expenditure of funds made available and for the evaluation of programs assisted under this paragraph. Upon the completion of a joint plan for the expenditure of these funds and the evaluation of the programs, the Secretary shall assume responsibility for

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the administration of the program, with the assistance and consultation of the Bureau of Indian Affairs.

(4) For the purpose of this subsection—

(A) the term "eligible Indian" means any individual who is eligible to receive educational benefits as an Indian from the Bureau of Indian Affairs;

(B) the term "eligible Indian tribe" means any Indian tribe which is eligible to contract with the Secretary of the Interior for the administration of programs under the Indian Self-Determination Act or under the Act of April 16, 1934; and

(C) the term "Act of April 16, 1934", means the Act entitled "An Act authorizing the Secretary of the Interior to arrange with States or territories for the education, medical attention, relief of distress, and social welfare of Indians, and for other purposes", enacted April 16, 1934 (48 Stat. 596; 25 U.S.C. 452-457).

(e) Notwithstanding any other provision of this section, the sum of any State's allotments under this section for any fiscal year shall not be less than the total amount of payments made to the State under allotments determined under the Vocational Education Act of 1963 for fiscal year 1983. Any amounts necessary for increasing the sum of the allotments of certain States to comply with the preceding sentence shall be obtained by ratably reducing the sums of the allotments of the other States, but no such sum shall be thereby reduced to an amount which is less than the total amount of payments made to the State under allotments determined under the Vocational Education Act of 1963 for fiscal year 1983.

TITLE II—STATE PROGRAMS

PART A—BASIC STATE GRANTS

BASIC GRANTS

SEC. 201. From the sums allotted to States for this part pursuant to section 104, the Secretary is authorized to make grants to States to assist them in funding vocational education programs, services, and activities carried out by State boards and eligible recipients to achieve the purposes of this Act, in accordance with the requirements of this part and parts A, B, and C of title IV.

USE OF FUNDS FROM BASIC GRANTS

SEC. 202. (a) Grants to States under this part shall be used, in accordance with State plans (and amendments thereto) approved under sections 411(d) and 421(c), for—

(1) new, improved, expanded or intensified vocational education programs that are responsive to labor market demands or are designed to keep abreast of technological changes, including high-technology pro-

grams involving an industry-education partnership, as described in part D;

(2) vocational education programs and services for populations having special needs (such as the disadvantaged, the handicapped, individuals having limited English proficiency, teenage parents and students seeking to enter jobs traditional for the opposite sex, and displaced homemakers), including programs and services for youth described in part E of this title;

(3) postsecondary and adult vocational education programs and related services for out-of-school youth and adults, which may include upgrading the skills of (A) employed workers, (B) workers who are unemployed or threatened with unemployment as a result of technological change or industrial dislocation, and (C) displaced homemakers and single heads of households, as described in part F of this title;

(4) strengthening the institutional base of vocational education, by modernizing curricula, providing up-to-date instructional equipment and materials, improving local and State planning, updating the skills of the instructional and guidance staff, and similar means;

(5) the design and implementation of planned sequential vocational programs between the secondary and postsecondary levels of education;

(6) special courses and teaching strategies designed to teach the fundamental principles of mathematics and science through practical applications which are related to occupational goals of students;

(7) personnel assigned to work with employers and eligible recipients in a region to coordinate efforts to ensure that vocational programs are responsive to the labor market;

(8) vocational student organization activities carried out as an integral part of the secondary and postsecondary instructional program;

(9) prevocational programs;

(10) collection and dissemination of data, and dissemination of information regarding vocational education opportunities;

(11) special vocational education programs and supportive services which include—

(A) career counseling and guidance authorized by part C of this title,

(B) work-study programs,

(C) cooperative vocational education programs, onsite learning experiences, and programs linking apprenticeship and vocational education in which on-the-job and related instruction are required,

(D) technical education,

(E) research programs,

(F) curriculum development,

(G) vocational education personnel training (including preservice and inservice training),

(H) activities to assist in overcoming sex bias and sex stereotyping,

(I) construction of, equipment for, and operation of residential vocational-technical schools for students at least fifteen years of age who require a residential facility in order to benefit from vocational education,

(J) special exemplary and innovative programs designed to demonstrate effective methods of achieving one or more of the purposes of this Act,

(K) other support services and activities designed to carry out the purposes of this Act;

(12) construction of area vocational-technical education school facilities;

(13) support of full-time personnel to implement section 401(d);

(14) the provision of stipends, which shall not exceed reasonable amounts as prescribed by the Secretary by regulation, for students entering or already en-

rolled in vocational education programs who have acute economic needs which cannot be met under work-study programs;

(15) placement services for students who have successfully completed vocational education programs;

(16) industrial arts programs which will assist in meeting the purposes of this Act;

(17) day care services for children of students in secondary and postsecondary vocational education programs;

(18) provision of vocational education through arrangements with private vocational education institutions, employers, and community-based organizations (as defined in section 4 of the Job Training Partnership Act) where such private institutions can make a significant contribution to attaining the objectives of this Act, and can provide substantially equivalent preparation at a lesser cost, or can provide equipment or services not available in public institutions;

(19) subject to the provisions of section 431(a), the costs of administration and supervision of vocational education programs and services by eligible recipients, and of State administration of the State plan;

(20) the cost of planning, evaluation, and reporting required by the three-year local plan under section 413 and the progress report under section 423;

(21) entrepreneurship programs consistent with the purposes of this Act; and

(22) encouraging and entering into consortia with other States where such efforts would result in cost savings and improved effectiveness, particularly for curriculum development, personnel development, and research.

(b) No funds shall be used for the purposes specified in paragraph (14) or (17) of subsection (a) unless the State board first makes a specific finding, in each instance, that funds available for such purpose are necessary because of inadequate funding of other programs providing such assistance or similar activities, or due to the fact that other services in the area are inadequate to meet the needs.

PART B—CONSUMER AND HOMEMAKING EDUCATION

CONSUMER AND HOMEMAKING EDUCATION GRANTS

SEC. 211. From the sums allotted to States for this part pursuant to section 104, the Secretary is authorized to make grants to States solely to assist them in conducting consumer and homemaking education programs. Such programs may include (1) instructional programs, services, and activities that prepare youth and adults for the occupation of homemaking, and (2) instruction in the areas of food and nutrition, consumer education, family living and parenthood education, child development and guidance, housing, home management (including resource management), and clothing and textiles.

USE OF FUNDS FROM CONSUMER AND HOMEMAKING EDUCATION GRANTS

SEC. 212. (a) Grants to any State under this part shall be used, in accordance with State plans (and amendments thereto) approved under sections 411(d) and 421(c)—

(1) to conduct programs in economically depressed areas;

(2) to encourage participation of traditionally underserved populations;

(3) to encourage the elimination of sex bias and sex stereotyping;

(4) to improve, expand, and update programs; and

(5) to address priorities and emerging concerns at the local, State, and national levels.

(b) Grants used for the purposes set forth in subsection (a) may be used for—

(1) program development and improvement of instruction and curricula relating to managing individual and family resources, making consumer choices, managing home and work responsibilities, improving responses to individual and family crises, strengthening

parenting skills, assisting aged and handicapped individuals, improving nutrition, conserving limited resources, understanding the impact of new technology on life and work, applying consumer and homemaking education skills to jobs and careers, and other needs as determined by the State; and

(2) support services and activities designed to ensure the quality and effectiveness of programs, which include demonstration of innovative and exemplary projects, community outreach to reach underserved populations, application of academic skills (such as reading, writing, mathematics, and science) through consumer and homemaking education programs, curriculum development, research, program evaluation, development of instructional materials, teacher education, upgrading of equipment, teacher supervision, and State administration and leadership, including activities of the student organization.

INFORMATION DISSEMINATION AND LEADERSHIP

SEC. 213. The State board shall ensure that the experience and information gained through carrying out programs assisted under this part is shared with administrators for the purpose of program planning. Funds available under this part shall be used to assist in providing State leadership qualified by experience and preparation in home economics education.

PART C—COMPREHENSIVE CAREER GUIDANCE AND COUNSELING PROGRAMS

GRANTS FOR CAREER GUIDANCE AND COUNSELING

SEC. 221. From the sums allotted to States for this part pursuant to section 104, the Secretary is authorized to make grants to States to assist them in conducting career guidance and counseling programs authorized by this part.

USE OF FUNDS FROM CAREER GUIDANCE AND COUNSELING GRANTS

SEC. 222. (a) Grants to any State under this part shall be used, in accordance with State plans (and amendments thereto) approved under sections 411(d) and 421(c), for programs designed to improve, expand, and extend comprehensive career guidance and counseling programs to meet the career development, vocational education, and employment needs of vocational education students and potential students. Such programs shall be designed to assist individuals—

(1) to acquire self-assessment, career planning, career decisionmaking, and employability skills (including skills to help individuals seek, find, and keep jobs);

(2) to make the transition from education and training to work through placement, followup, and followthrough activities;

(3) to maintain themselves in established occupations;

(4) to develop new skills to move away from declining occupational fields to new and emerging fields, such as those in high-technology areas and those occupational fields experiencing skill shortages; and

(5) to develop midcareer job seeking skills and to clarify their career goals based on new information about themselves and the labor market.

(b) Comprehensive programs of career guidance and counseling under this part shall encourage the elimination of sex, age, and race bias and stereotyping, provide for community outreach capability and seek to enlist the collaboration of the family, the community, business, industry, and labor and shall be accessible to all segments of the population, including women, minorities, handicapped, and economically disadvantaged. These programs shall consist of—

(1) instructional activities and other services at all educational levels to help students with the skills described in paragraphs (1) through (5) of subsection (a); and

(2) services and activities designed to ensure the quality and effectiveness of comprehensive career guidance and counseling programs and projects assisted under this part, such as counselor education, training of support personnel, curriculum development, research and demonstration projects, experimental programs, in-

structional materials development, equipment acquisition, and State and local leadership and supervision; and

(3) projects which provide opportunities for counselors to obtain firsthand experience in business and industry, and projects which provide opportunities to acquaint students with business, industry, the labor market, and training opportunities.

INFORMATION DISSEMINATION AND LEADERSHIP

SEC. 223. The State board shall ensure that the experience and information gained through programs assisted under this section is shared with administrators for the purpose of program planning. Funds available under this part may be used to assist in providing qualified State leadership for this purpose.

PART D—INDUSTRY-EDUCATION PARTNERSHIP FOR TRAINING IN HIGH-TECHNOLOGY OCCUPATIONS

FINDINGS AND PURPOSE

SEC. 231. (a) The Congress finds that—

(1) shortages of technicians in high-technology fields are adversely affecting our Nation's productivity, our competitiveness in world markets, our defense capability, and our economic health; and

(2) the Nation's vocational education system can make a major contribution in meeting the need for

trained technicians and skilled workers in these fields, particularly through partnerships between vocational agencies and institutions and private business and industry.

(b) It is therefore the purpose of this part—

(1) to provide incentives for business and industry and vocational education to develop programs to train the skilled workers needed to produce, install, operate, and maintain high-technology equipment, systems, and processes; and

(2) to ensure that such programs are relevant to the labor market and accessible to all segments of the population, including women, minorities, handicapped, and economically disadvantaged.

AUTHORIZATION OF GRANTS

SEC. 232. From the sums allotted to States for this part pursuant to section 104, the Secretary shall make grants to the States to carry out industry-education partnership training programs in high-technology occupations in accordance with this part.

(b) Grants to any State under this part shall be used, in accordance with State plans (and amendments thereto) approved under sections 411(d) and 421(c) which contain assurances to the Secretary that—

(1) funds received under this part will be used solely for vocational education programs designed to train skilled workers and technicians in high-technology occupations;

(2) except as provided in subsection (c), not less than 50 per centum of the aggregate costs of programs and projects assisted under this part will be provided from non-Federal sources, and not less than 50 per centum of that non-Federal share of aggregate costs in the State will be provided by participating business and industrial firms;

(3) programs and projects assisted under this part will be coordinated with those assisted under part A, and to the maximum extent practicable (consistent with the purposes of programs assisted under part A), supportive services will be so organized as to serve programs under both parts; and

(4) programs and projects assisted under this part will be developed with the active participation of the State council established pursuant to section 402.

(c)(1) The business and industrial share of the costs required by subsection (b)(2) may be in the form either of cash or of in-kind contributions (such as facilities, overhead, personnel, and equipment) fairly valued.

(2) The Federal share of such costs shall be available equally from funds available to the States under this part and from funds allotted to the States under part A of this title.

(3) If an eligible recipient demonstrates to the satisfaction of the State that it is incapable of providing all or part of the non-Federal portion of such costs as required by subsection (b)(2), the State may designate funds available under part A of this title in lieu of such non-Federal portion.

USE OF FUNDS

SEC. 233. (a) Funds made available to the States by grants under this part may be used solely for the establishment and operation of programs and projects described by section 232(b) and for—

(1) necessary administrative costs of the State board and of eligible recipients associated with the establishment and operation of programs authorized by this part;

(2) training and retraining of instructional and guidance personnel;

(3) curriculum development and the development or acquisition of instructional and guidance equipment and materials; and

(4) such other activities authorized by this title as may be essential to the successful establishment and operation of programs and projects authorized by this

part, including activities and related services to ensure access of women, minorities, the handicapped, and the economically disadvantaged.

(b) In approving programs and projects assisted under this part, the State board shall give special consideration to—

(1) the level and degree of business and industry participation in the development and operation of the program;

(2) the current and projected demand within the State or relevant labor market area for workers with the level and type of skills the program is designed to produce;

(3) the overall quality of the proposal, with particular emphasis on the probability of successful completion of the program by prospective trainees and the capability of the eligible recipient (with assistance from participating business or industry) to provide high quality training for skilled workers and technicians in high technology; and

(4) the commitment to serve all segments of the population, including women, minorities, the handicapped, and the economically disadvantaged (as demonstrated by special effort to provide outreach, informa-

tion, and counseling, and by the provision of remedial instruction and other assistance).

(c)(1) Expenditures in any fiscal year for administrative costs pursuant to subsection (a)(1) shall not exceed five percent of the State's allotment for this part for such fiscal year.

(2) Funds made available under this part shall not be used for the purpose of providing job placement or stipends.

PART E—VOCATIONAL EDUCATION PROGRAMS FOR YOUTH WITH SPECIAL NEEDS

FINDINGS, PURPOSE, AND DEFINITION

SEC. 241. (a) The Congress finds that—

(1) high unemployment among young people in the labor force is a chronic economic and social problem which could be reduced substantially if all our youth who could profit from vocational education suited to their needs, interests, and abilities were able to take full advantage of such education; and

(2) a substantial proportion of the Nation's youth cannot gain access to or benefit fully from vocational education due to educational deficiencies, financial inability, handicapping condition, limited English proficiency, or sex stereotyping of employment and training opportunities.

(b) It is the purpose of this title to provide grants to the States to assist them in providing vocational education programs and services (in addition to programs and services for this purpose provided under part A of title II), through eligible recipients, designed to serve secondary students and out of school youths, whose special needs must be met in order for them to take full advantage of vocational education opportunities.

(c) For purposes of this part, the term "eligible youth" means youth (up to and including age twenty-one who are—

(1) educationally or financially disadvantaged individuals who by reason of such disadvantage are unable to participate or succeed in the regular vocational programs without educational or financial assistance;

(2) handicapped individuals who by reason of such handicap require special assistance, instruction, or programs in order to participate in or profit from vocational education;

(3) individuals of limited English proficiency who require instruction in the English language, or bilingual instruction until they are proficient in English, in order to participate in or profit from vocational education; and

(4) single parents and heads of households, or males and females who wish to enter occupations that are not traditional for their sex, who need special assistance in preparing for employment.

AUTHORIZATION OF GRANTS AND USES OF FUNDS

SEC. 242. (a) From the sums allotted to States for this part and pursuant to section 104, the Secretary shall make grants to States to carry out programs, services, and activities authorized by this part.

(b) Grants to States under this part may be used, in accordance with State plans (and amendments thereto) approved under sections 411(d) and 421(c), for the following purposes--

(1) vocational education programs, services, and activities authorized by section 202 which are designed to meet the special needs of eligible youth;

(2) outreach, diagnostic assessment, and career guidance programs that include career planning and counseling services for eligible youth (including prevocational students);

(3) youth leadership development and vocational student organization activities conducted as an integral part of the instructional program;

(4) improving the institutional capacity of eligible recipients to provide instruction and supportive services for eligible youth;

(5) supplementary and remedial instruction, particularly in basic skills required to succeed in vocational education programs;

(6) the design and operation of open-entry, open-exit programs suited to individual needs;

(7) provision and supervision of worksite learning opportunities;

(8) preservice and inservice training of instructional personnel and support staff (including teacher aides) designed to prepare such personnel to serve eligible youth in special programs (such as bilingual programs) or in regular vocational programs;

(9) extending the schoolday or school year to better serve eligible youth;

(10) special services to assist in the transition from vocational education programs to employment (including followup activities to assist in work adjustment); and

(11) such other special programs, services, and activities as may be required to enable eligible youth to take full advantage of high-quality vocational education programs.

(c) Eligible recipients that receive funds under this part shall (1) to the extent consistent with the number of students enrolled in nonprofit private schools in the area to be served whose educational needs are of the type which the program or project involved is to meet, make provision for the participation of such students, and (2) adopt effective policies and procedures which assure that Federal funds made available under this part to accommodate students in nonprofit private schools will not be commingled with State or local funds.

(d)(1) Not less than 90 per centum of the amount of the grant made to each State in each fiscal year to carry out this part shall be allocated among eligible recipients for the purposes set forth in subsection (b).

(2) Allocation of funds among eligible recipients pursuant to paragraph (1) shall be based upon the number of eligible youth served by the vocational programs of such eligible recipients in the previous year and proposed to be served in the year for which such allocation is made, as compared with the total number of eligible youth thus served and proposed to be served by all eligible recipients in the State. Allocation of funds to eligible recipients shall be based upon approval of a plan that meets the criteria set forth pursuant to section 411(c)(5).

COORDINATION WITH JOB TRAINING PARTNERSHIP ACT

SEC. 243. (a) States receiving grants under this part shall include in the State plan (pursuant to section 411(c)(6)) methods and procedures for encouraging programs for youth (including summer youth employment and training programs) funded under title II of the Job Training Partnership Act to be coordinated with vocational education programs, services, and activities funded under this part.

(b) The State board shall consult with the State job training coordinating council (established under section 122 of the Job Training Partnership Act) in order that programs funded under this part may be taken into account by such council in formulating recommendations to the Governor for the Governor's coordination and special services plan required by section 121 of that Act.

PART F—ADULT TRAINING, RETRAINING, AND EMPLOYMENT DEVELOPMENT

FINDINGS AND PURPOSE

SEC. 251. (a) The Congress finds that—

(1) technological change, international competition, and the demographics of the Nation's work force have resulted in increases in the numbers of adult workers who are unemployed, who have been dislocated from industries, or who require training, retraining, or upgrading of their skills,

(2) many women entering and reentering the paid labor market are disproportionately employed in low-wage occupations and require additional training, and

(3) these needs can be met by vocational education programs that are responsive to the needs of individuals and the demands of the labor market.

(b) It is the purpose of this title (1) to provide additional financial assistance to the States to enable them to expand

and improve vocational education programs designed to meet urgent needs for training, retraining, and employment development of adults who have completed or left high school and are preparing to enter the labor market, or who already are in the labor market, in order to equip them with the competencies and skills required for productive employment, and (2) to ensure that such programs are relevant to the labor market needs and accessible to all segments of the population, including women, minorities, handicapped, and economically disadvantaged.

AUTHORIZATION OF GRANTS AND USES OF FUNDS

SEC. 252. (a) From the sums allotted to States for this part pursuant to section 104, the Secretary shall make grants to the States for funding programs, services, and activities authorized by this part.

(b)(1) Grants to States under this part may be used, in accordance with State plans (and amendments thereto) approved under sections 411(d) and 421(c), for—

(A) vocational education programs, services, activities, and employment development authorized by section 202 which are designed to meet the needs of—

(i) individuals who have graduated from or left high school and who need additional vocational education for entry into the labor force;

(ii) unemployed individuals who require training to obtain employment or increase their employability;

(iii) employed individuals who require retraining to retain their jobs, or who need training to upgrade their skills to qualify for higher-paid or more dependable employment;

(iv) displaced homemakers and single heads of households who are entering or reentering the labor force; and

(v) employers who require assistance in training individuals for new employment opportunities or in retraining employees in new skills required by changes in technology, products, or processes;

(B) short-term programs of retraining designed to upgrade or update skills in accordance with changed work requirements;

(C) education and training programs designed cooperatively with employers, such as—

(i) institutional and worksite programs (or combinations of such programs) especially tailored to the needs of an industry or group of industries for skilled workers, technicians, or managers, or to assist their existing work force to adjust to changes in technology or work requirements; and

(ii) quick-start, customized training for workers in new and expanding industries, or for workers to place in jobs that are difficult to fill because of a shortage of workers with the requisite skills.

(D) building more effective linkages between vocational education programs and private sector employers, and between eligible recipients of assistance under this Act and economic development agencies and other public and private agencies providing job training and employment services, in order to more effectively reach out to and serve individuals described in subparagraph (A);

(E) cooperative education programs with public and private sector employers and economic development agencies, including seminars in institutional or worksite settings, designed to improve management and increase productivity;

(F) entrepreneurship training programs which assist individuals in the establishment, management, and operation of small business enterprises;

(G) recruitment, job search assistance, counseling, remedial services, information and outreach programs designed to encourage and assist males and females to take advantage of vocational education programs and services, with particular attention to reaching women, older workers, individuals with limited English proficiency, the handicapped, and the disadvantaged; and

(H) curriculum development, acquisition of instructional equipment and materials, personnel training, pilot projects, and related and additional services and activities required to effectively carry out the purposes of this part.

(2) In making grants under this part, the Secretary shall require each State, in its State plan (or an amendment thereto), to give assurances satisfactory to the Secretary that such grants will be utilized for programs that—

(A) are designed with the active participation of the State council established pursuant to section 402;

(B) make maximum effective use of existing institutions, are planned to avoid duplication of programs or institutional capabilities, and to the fullest extent practicable are designed to strengthen institutional capacity to meet the education and training needs addressed by this part; and

(C) involve close cooperation with and participation by public and private sector employers and public and private agencies working with problems of employment and training and economic development.

COORDINATION WITH THE JOB TRAINING PARTNERSHIP ACT

SEC. 253. (a) States receiving grants under this part shall include in the State plan (pursuant to section 411(c)(6)) methods and procedures for coordinating vocational education programs, services, and activities funded under this part to provide programs of assistance for dislocated workers funded under title III of the Job Training Partnership Act.

(b)(1) The State board shall consult with the State job training coordinating council (established under section 122 of the Job Training Partnership Act) in order that programs assisted under this part may be taken into account by such council in formulating recommendations to the Governor for the Governor's coordination and special services plan required by section 121 of that Act.

(2) The State board shall also adopt such procedures as it deems necessary to encourage coordination between eligible recipients receiving funds under this part and the appropriate private industry council established under the Job Training Partnership Act in the conduct of their respective programs, in order to achieve the most effective use of all Federal funds through programs that complement and supplement each other, and, to the extent feasible, provide an ongoing and integrated program of training and services for workers in need of such assistance.

TITLE III—NATIONAL PROGRAMS

VOCATIONAL EDUCATION DATA SYSTEM

SEC. 301. (a) The Secretary shall maintain a national vocational education data system, using uniform definitions prescribed by the Secretary and using sampling techniques where possible, to ensure a simplified system. Any State receiving assistance under this Act shall cooperate with the Secretary in supplying information required to maintain and update such a system, and shall comply in its reports with the information elements and uniform definitions prescribed by the Secretary.

(b) In maintaining and updating this system, the Secretary shall endeavor to the fullest extent feasible to make the system compatible with the occupational information data system established pursuant to section 302, and with other systems developed or assisted under part E of title IV of the Job Training Partnership Act. The Secretary shall be responsible for the operation of the system and for updating the data annually.

(c)(1) In carrying out the responsibilities imposed by this section, the Secretary shall cooperate with the Secretary of Labor in implementing section 463 of the Job Training Partnership Act to ensure that the data system operated under this section is compatible with and complementary to other occupational supply and demand information systems developed or maintained with Federal assistance.

(2) The Secretary shall take such action as may be necessary to secure data at reasonable cost about individuals enrolled by program, program completers, placement and followup, staffing, and expenditures by major purposes of this Act.

OCCUPATIONAL INFORMATION DATA SYSTEM

SEC. 302. (a) There is hereby established a National Occupational Information Coordinating Committee which shall consist of the Assistant Secretary for Vocational and Adult Education and the Administrator of the National Center for Education Statistics of the Department of Education, the Commissioner of Labor Statistics and the Assistant Secretary for Employment and Training of the Department of Labor, the Undersecretary for Small Community and Rural Development of the Department of Agriculture, the Assistant Secretary for Economic Development of the Department of Commerce, and the Assistant Secretary of Defense (Manpower, Reserve Affairs, and Logistics). This Committee, with funds available to it under sections 102 and 104, shall provide funds, on an annual basis, to State occupational information coordinating committees and shall—

(1) in the use of program data and employment data, improve coordination and communication among

administrators and planners of programs authorized by this Act and by the Job Training Partnership Act, employment security agency administrators, research personnel, and personnel of employment and training planning and administering agencies at the Federal, State, and local levels;

(2) develop and implement, in cooperation with State and local agencies, an occupational information system to meet the common occupational information needs of vocational education programs and employment and training programs of the national, State, and local levels, which system shall include data on occupational demand and supply based on uniform definitions, standardized estimating procedures, and standardized occupational classifications;

(3) conduct studies on the effects of technological change on new and existing occupational areas and the required changes in knowledge and job skills; and

(4) assist State occupational information coordinating committees established pursuant to subsection (b).

(b) Each State receiving assistance under this Act shall establish a State occupational information coordinating committee composed of representatives of the State board, the State employment security agency, the State economic development agency, the State job training coordinating council, and the agency administering programs under the Rehabilitation Act of 1973. This committee shall, with funds available to it from the National Occupational Information Coordinating Committee established pursuant to subsection (a), implement an occupational information system in the State designed to meet the needs for the planning and operation of programs of the State board assisted under this Act and of the administering agencies under the Job Training Partnership Act.

PRESIDENT'S COUNCIL ON VOCATIONAL-TECHNICAL EDUCATION

SEC. 303. (a) There is hereby established the President's Council on Vocational-Technical Education (hereinafter in this section referred to as the "Council"). The Council shall consist of fifteen members appointed by the President, who shall serve at the pleasure of the President and for such terms (including initial terms of varying length) as the President shall determine during the President's own term in office. The members of the Council shall be individuals who are nationally prominent, at least eight of whom shall be representatives of the private sector of the economy, including individuals engaged in industry, agriculture, business, organized labor, and in high-technology fields. The remaining members shall be individuals with broad experience in education (including vocational education) and economic and human resources development, at least one of whom shall be a member of the National Commission for Employment Policy (established under part F of the Job Training Partnership Act). The Chairperson of the Council shall be selected by the President. The Council shall meet not fewer than six times each year at the call of the Chairperson. A majority of the members of the Council shall constitute a quorum (but a lesser number may conduct hearings on behalf of the Council), and recommendations may be made, or other actions taken, only by a majority of the members present.

(b) The Council shall—

(1) assess the occupational needs of the Nation with respect to occupations requiring less than a baccalaureate degree;

(2) identify ways to encourage a cooperative effort between the private sector of the economy and vocational-technical education;

(3) examine and evaluate the needs of vocational-technical education programs for updated equipment, curricula, competent staff, and other components necessary to prepare students and train and retrain workers for the workplace;

(4) develop and make appropriate recommendations designed to meet the needs and goals described in clauses (1), (2), and (3); and

(5) advise the President, the Congress, and the Secretary with respect to the implementation of this Act, the Job Training Partnership Act, and policies needed to expand and improve vocational-technical education programs in order to build a coordinated capacity to adequately prepare America's work force for employment.

(c) Subject to such rules and regulations as may be adopted by the Council, the Chairperson is authorized to—

(1) prescribe such rules and regulations as may be necessary for conducting the business of the Council;

(2) appoint and fix the compensation of such personnel as the Chairperson deems necessary, and without regard to the provisions of title 5, United States Code, governing appointments in the competitive service, and without regard to the provisions of chapter 51 and subchapter III of chapter 53 of such title, relating to the classification and General Schedule pay rates, appoint (with the concurrence of the Council) a Director, who shall be the chief executive officer of the Council and perform such duties as are prescribed by

the Chairperson, and not to exceed five additional professional personnel;

(3) procure the services of experts and consultants in accordance with section 3109 of title 5, United States Code;

(4) accept voluntary and uncompensated services of professional personnel, consultants, and experts, notwithstanding any other provision of the law;

(5) accept in the name of the United States and employ or dispose of gifts or bequests to carry out the functions of the Council under this section;

(6) enter into contracts and grants and make such other arrangements and modifications, as may be necessary;

(7) conduct such hearings, studies, and research activities as the Council deems necessary to enable it to carry out its functions under this section;

(8) use the services, personnel, facilities, and information of any department, agency, or instrumentality of the executive branch of the Federal Government and the services, personnel, facilities, and information of State and local public agencies and private agencies and organizations, with the consent of such agencies, with or without reimbursement therefor; and

(9) make advance, progress, and other payments necessary under this section without regard to the provisions of section 3648 of the Revised Statutes (31 U.S.C. 529).

(d) Upon request made by the Chairperson of the Council, each department, agency, and instrumentality of the executive branch of the Federal Government is authorized and directed to make its services, personnel, facilities, and information available to the greatest practicable extent to the Council in the performance of its functions under this section.

(e) The Council shall make a report of its findings and recommendations to the President, the Congress, and the Secretary every third year, and may make such interim reports and recommendations as it may deem desirable. The Council may include in such reports its evaluation of the status, progress, and needs of vocational education (including recommendations for Federal legislation and appropriations), and such report or reports shall include any minority, dissenting, or supplementary views submitted by any member of the Council.

NATIONAL CENTER FOR RESEARCH IN VOCATIONAL EDUCATION

SEC. 304. (a)(1) The National Center for Research in Vocational Education established pursuant to section 171(a)(2) of the Vocational Education Act of 1963 (hereinafter in this section referred to as the "National Center") shall continue to be operated with funds made available under this Act.

(2) The Secretary shall provide support for the National Center through an annual grant for its operation. The National Center shall be a nonprofit entity associated with a public or private nonprofit university which has made, or which is prepared to make, a substantial financial contribution toward its establishment. The Secretary shall, on the basis of solicited applications, designate the entity to be the National Center once every five years, acting with the advice of a panel composed of individuals appointed by the Secretary who are not Federal employees and who are recognized nationally as experts in vocational education administration and research.

(3) The National Center shall have a Director, appointed by the university with which it is associated, who shall be assisted by the advisory committee established pursuant to section 307. The advisory committee shall advise the Director and the Secretary with respect to policy issues in the administration of the National Center and in the selection and conduct of major research and developmental projects and activities.

(b) The National Center shall have as its primary purposes the design and conduct of research and developmental projects and programs, including longitudinal studies, which extend over a period of years (with such supplementary and short-term activities through other grants and contracts as the Director may choose to undertake consistent with the purpose of this Act). Such projects, programs, and activities shall be conducted by the National Center directly and through subcontracts (subject to the availability of appropriations therefor) with other public agencies and public or private institutions of higher education. The National Center shall—

(1) conduct applied research and development on problems of national significance in vocational education at the secondary, postsecondary, and adult levels;

(2) provide leadership development through an advanced study center and inservice education activities for State and local leaders in vocational education;

(3) disseminate the results of the research and development projects funded by the Center;

(4) develop and provide information to facilitate national planning and policy development in vocational education;

(5) act as a clearinghouse for information on contracts or grants made by the States to carry out research, curriculum, and personnel development activi-

ties and on contracts or grants made by the Secretary pursuant to this title; and

(6) work with States, local educational agencies, and other public agencies in developing methods of planning and evaluating programs, including the followup studies of individuals who complete the program, as required by section 422, so that such agencies can offer vocational education programs which are more closely related to the types of jobs available in their communities, States, and regions.

PROGRAM IMPROVEMENT

SEC. 305. (a)(1) In carrying out program improvement activities authorized by this section, the Secretary (after consultation with the advisory committee on research and program improvement established in section 307) is authorized to use funds made available under section 104(c)(3) to establish not less than ten research institutes for vocational education at a minimum level of $300,000 each per year. These institutes shall conduct research and leadership development activities on nationwide programs in employment-related education. These institutes shall be designated by the Secretary for a five-year period on the basis of competitive applications.

(2) The institutes shall serve as independent entities for research and development focused upon one or more areas

such as: (A) design and linkage of public and private systems for delivering vocational-technical education, (B) methods to increase productivity for improved international competitiveness, (C) methods to increase institutional effectiveness in preparing youth and adults for employment, (D) systems of worker training and retraining, (E) curriculum development and implementation, (F) methods to provide more effective access to vocational education, (G) methods to learn about changing content of jobs and the rate of this change.

(3) In designating these institutes, the Secretary shall act on the advice of a panel consisting of members who are not Federal employees and who are recognized as experts in vocational education and research. The following criteria shall be utilized:

(A) Institutes shall be based in universities which have a substantial record of contribution and commitment to graduate programs in vocational education at the doctoral level.

(B) Institutes shall indicate the methods by which the host institutions' capacity for doctoral level study will be enhanced.

(C) Institutes shall agree to utilize the National Center for Research in Vocational Education and other institutes as resources and as collaborators where appropriate.

(b) The Secretary is authorized to use funds made available under section 104(c)(3), in addition to funding the other programs authorized by this title, for national program improvement activities designed to assist and strengthen the vocational education programs and supportive services of States and eligible recipients assisted under this Act. The Secretary may carry out such activities through contracts (subject to the availability of appropriations therefor) or grants with private organizations, firms, and individuals, and through grants to or contracts with public agencies and public and private institutions of higher education. Such activities may involve—

(1) research and development;

(2) curriculum development programs;

(3) career guidance and counseling programs;

(4) vocational education personnel training programs including the award of fellowships for graduate-level leadership development; and

(5) such other kinds of activities as the Secretary may deem desirable to carry out the purposes of this Act.

(c) In carrying out program improvement activities authorized by this section, the Secretary may award solicited and unsolicited grants and contracts. These awards shall include—

(1) a program of small grants to such entities as individual researchers, community colleges, and State advisory councils;

(2) requests for proposals consistent with the objectives of this section; and

(3) the funding of proposals initiated in the field.

(d) In arranging for the establishment of institutes under subsection (a), and to the extent feasible in making awards, grants, and contracts under subsections (b) and (c), the Secretary shall require recipients to contribute a minimum of 10 per centum of the costs of the institute or project funded, which contribution may be in the form of cash or in kind.

(e)(1) The Secretary shall institute measures designed to ensure that program improvement activities carried out under this section represent a coordinated effort to improve the quality of vocational education.

(2) The Secretary shall include in the annual report made pursuant to section 422(c) a summary of activities funded under this section, together with an appraisal of their contributions to the improvement and expansion of vocational education.

COOPERATIVE EMPLOYER-EDUCATION DEMONSTRATION PROGRAMS

SEC. 306. (a) From funds made available to carry out this title, the Secretary is authorized to develop and implement demonstration programs in vocational education through grants and contracts which—

(1) are established and operated by employers or consortia of employers, or recognized labor organizations or building trades councils, in cooperation with State boards and eligible recipients in two or more States;

(2) provide worksite job training for vocational education graduates or advanced vocational students which is related to their occupational goals and closely linked to classroom and laboratory instruction provided by an eligible recipient;

(3) provide placement services (including advanced placement) in occupations which the students are preparing to enter;

(4) demonstrate ways in which vocational education and the private sector of the economy can work effectively together to assist vocational education students to attain the advanced level of skills needed to make the transition from school to productive employment; and

(5) where practical, involve projects (such as the rehabilitation of housing in inner cities or economically depressed rural areas) that will benefit the public, or

will result in increased opportunities for the disadvantaged, the handicapped, or women.

(b) Funds under this section may be used for institutional and on-the-job training, any supportive service authorized by this Act, and such technical and other assistance as may be required. Such programs may be operated on a school-year or year-long basis, or during summer months, and be of such duration as the Secretary may specify in accordance with the characteristics and objectives of the program and the program participants. Not less than 25 per centum of the cost of the demonstration programs authorized by this section shall be provided by the recipient of the grant or contract, and such share may be in the form of cash or in-kind contributions, including facilities, overhead, personnel, and equipment fairly valued.

ADVISORY COMMITTEE ON RESEARCH AND PROGRAM IMPROVEMENT

SEC. 307. (a) The Secretary shall appoint an advisory committee on research and program improvement to (1) advise the Secretary on the selection and management of programs funded under this title, (2) advise the Secretary and the Director of the National Center for Research in Vocational Education with respect to policy issues in the administration of the National Center and in the selection and conduct of research and demonstration projects and activities by the National Center, and (3) advise the Secretary in the selection of the institutes established by section 305.

(b) The advisory committee shall consist of not more than ten members, who shall not be employees of the Federal Government and who shall include—

(1) two members designated by the university with which the National Center is associated;

(2) members selected from individuals nominated by national organizations representing State and local administrators and teachers;

(3) one member who is an individual recognized nationally for work in the field of vocational education research;

(4) one member who is the owner or chief executive officer of, or has major managerial responsibilities in, a private business or industry which employs skilled workers and technicians in high-technology occupations;

(5) one member who is an individual recognized nationally for work in the field of labor market economics;

(6) one member who is recognized nationally for work in curriculum in vocational education; and

(7) one member who represents organized labor.

(c) The advisory committee established pursuant to this section shall meet at least three times annually at the call of the Secretary, including at least one meeting held at the site of the National Center and concerned primarily with its program and operation.

TITLE IV—GENERAL PROVISIONS

PART A—STATE ADMINISTRATIVE RESPONSIBILITIES

FUNCTIONS OF THE STATE BOARD

SEC. 401. (a) Any State desiring to participate in the programs authorized by this Act shall, in a manner consistent with State law, establish or designate a State board of vocational education which shall be the sole State agency responsible for the administration, or for the supervision of the administration, of such programs. The responsibility of the State board shall include—

(1) appointment of a State director of vocational education and of other personnel required to administer this Act (in accordance with practices and procedures prescribed by State law);

(2) coordination of the development, submission, and implementation of the State plan and any amendments thereto (pursuant to sections 411 and 421), and the State progress report and evaluation (pursuant to sections 421 and 422); and

(3) the development and coordination of policies designed to ensure that programs funded under this Act are consistent with the intent and purposes of the Act and with the State plan approved under such section;

(4) consultation with the State council established pursuant to section 402, and other appropriate agencies, groups, and individuals involved in the planning, administration, evaluation, and coordination of programs funded under this Act; and

(5) convening and meeting as a State board (consistent with State law and procedure for the conduct of such meetings) at such time as the State board determines necessary to carry out its functions under this Act, but not less than four times annually.

Except with respect to those functions set forth in the preceding sentence, the State board may delegate any of its other functions involved in the administration of this Act to one or more State agencies, as it may deem appropriate.

(b) Each State board shall include a description of any delegation of its functions under paragraph (1) in its State plan, or amendments to such plan, submitted to the Secretary.

(c)(1) Any State desiring to participate in the programs authorized by this Act shall assign at least one full-time individual to assist the State board to fulfill the purposes of this Act by—

(A) gathering, analyzing, and disseminating data on the adequacy and effectiveness of vocational education programs in the State in meeting the education and employment needs of women (including preparation for employment in technical occupations, new and emerging occupational fields, and occupations regarded as nontraditional for women), and on the status of men and women students and employees in such programs;

(B) reviewing vocational education programs (including career guidance and counseling) for sex stereotyping and sex bias, with particular attention to practices which tend to inhibit the entry of women in high-technology occupations, and submitting (i) recommendations for inclusion in the State plan and the progress reports of programs and policies to overcome sex bias and sex stereotyping in such programs, and (ii) an assessment of the State's progress in meeting the purposes of this Act with regard to overcoming sex discrimination and sex stereotyping;

(C) reviewing proposed actions on grants, contracts, and the policies of the State board to ensure that the needs of women are addressed in the administration of this Act;

(D) developing recommendations for programs of information and outreach to women concerning vocational education and employment opportunities for women (including opportunities for careers as technicians and skilled workers in technical fields and new and emerging occupational fields);

(E) providing technical assistance and advice to local educational agencies, postsecondary institutions, and other interested parties in the State, in expanding vocational opportunities for women; and

(F) assisting administrators, instructors, and counselors in implementing programs and activities to increase access for women (including displaced homemakers and single heads of households) to vocational education and to increase male and female students' enrollment in nontraditional programs.

(2) From the funds allotted to carry out part A of title II, each State shall reserve not less than $50,000 in each fiscal year to carry out this subsection.

(3) For the purpose of this subsection, the term "State" means any one of the fifty States and the District of Columbia.

STATE ADVISORY COUNCIL ON VOCATIONAL-TECHNICAL EDUCATION

SEC. 402. (a) Any State which desires to participate in programs under this Act for any fiscal year shall establish a State advisory council on vocational-technical education, appointed by the Governor or in the case of States in which the members of the State board are elected (including election by the State legislature), by such board. The membership of the State council shall not exceed fifteen individuals, shall be broadly representative of citizens and groups within the State having an interest in vocational education, and shall consist of—

(1) representatives of private sector employment who shall constitute a majority of the membership of the State council and who shall be—

(A) representatives of business, industry, and agriculture in the State, including owners of such enterprises and chief operating officers or personnel officers of governmental employers;

(B) officers or individuals nominated by recognized State labor organizations or building trades councils; and

(C) other private sector personnel who have substantial management, policy, or training responsibilities for employment or for employment training programs of private enterprises, trade associations, or organized labor;

(2) individuals who have special knowledge and qualifications with respect to the special educational and career development needs of the disadvantaged, the handicapped, minorities, and women in preparing for employment;

(3) one or more individuals representing public agencies and institutions and State economic development agencies;

(4) a representative of the State job training coordinating council (established under the Job Training Partnership Act);

(5) a representative of the agency responsible for the administration of vocational rehabilitation programs (under the Rehabilitation Act of 1973); and

(6) representatives of secondary and postsecondary education agencies and institutions in the State (including private nonprofit and proprietary institutions) which shall include representation in equal number of secondary and postsecondary agencies and institutions, including, where appropriate, community, technical, and junior colleges which conduct vocational education programs eligible for assistance under this Act.

(b)(1) Business, industry, and agriculture representatives on the State council shall include appropriate representation of small business and minority business firms. Such representatives shall be appointed after consultation with business organizations, trade associations, and professional associations, one of which shall be a general purpose business organization in the State.

(2) The State shall ensure that there is appropriate representation on the State council of women, racial and ethnic minorities, and major geographic regions of the State.

(c) The State shall certify the establishment and membership of the State council to the Secretary prior to the beginning of any fiscal year in which the State desires to receive a grant under this Act.

(d) A member of the State council representing the private sector shall serve as chairperson. The State council shall determine its own procedures, staffing, and the number, time, place, and conduct of meetings, except that it shall hold at least one public meeting each year at which the public is given an opportunity to express views concerning vocational education programs in the State.

(e) Each State council shall—

(1) meet with the State board or its representatives during the planning year to advise on the development of the State plan;

(2) advise the State board and make reports to the Governor, the economic community, and general public of the State, concerning—

(A) policies the State should pursue to strengthen vocational education; and

(B) initiatives and methods the private sector could undertake to assist in the modernization of vocational education programs;

(3)(A) evaluate at least once every two years (i) the vocational education program delivery systems assisted under this Act, and under the Job Training Partnership Act, in terms of their adequacy and effectiveness in achieving the various purposes of each of the two Acts, and (ii) the adequacy and effectiveness of the Federal, State, local, and private efforts to strengthen and improve vocational education in the State, and (B) advise the Governor, the State board, the State job training coordinating council, the Secretary, the Secretary of Labor, and the general public of the State of its findings and recommendations;

(4) comment on the reports issued by the State job training coordinating council under section 122(b) of the Job Training Partnership Act;

(5) provide such technical and other assistance to the advisory councils established by eligible recipients as may be requested; and

(6) be authorized to obtain the services of such professional, technical, and clerical personnel as may be necessary to enable it to carry out its functions under this Act, and to contract for such other services as may be necessary to carry out its evaluation functions independent of programmatic or administrative control by other State boards, agencies, or officials.

(f) From the sums appropriated to carry out this section, the Secretary shall, subject to the provisions of the following sentence, make grants to State councils, from amounts allotted to such councils in accordance with the method for allotment contained in section 104, to carry out the functions specified in this section, and shall pay to each State council an amount equal to the reasonable amounts expended by it in carrying out its functions under this Act in such fiscal year, except that no State council shall receive an amount to exceed $225,000 or an amount less than $125,000. In the case of Guam, American Samoa, the Northern Mariana Islands, and the Trust Territory of the Pacific Islands, the Secretary may pay the State council in each such jurisdiction an amount less than the minimum specified in the preceding sentence if he determines that the State council can perform its functions with a lesser amount.

(2) The expenditure of these funds is to be determined solely by the State council for carrying out its functions under this Act, and may not be diverted or reprogramed for any other purpose by any State board, agency, or individual. Each State council shall designate an appropriate State agency or other public agency, eligible to receive funds under this Act, to act as its fiscal agent for purposes of disbursement, accounting, and auditing.

PART B—PLANNING AND APPLICATIONS

THREE-YEAR STATE PLAN

SEC. 411. (a)(1) Any State desiring to receive funds under this Act shall submit to the Secretary, during the fiscal year 1985 and during each third fiscal year occurring thereafter, a State plan for vocational education for the three fiscal years succeeding each fiscal year in which the State plan is submitted. In formulating the State plan, the State board shall meet with and utilize the State council, established pursuant to section 402 of this Act.

(2) The State board shall conduct public hearings in the State, after appropriate notice, for the purpose of affording the general public and interested organizations and groups an opportunity to present their views and make recommendations regarding the State plan. A summary of such recom-

mendations and the State board's response shall be included with the State plan.

(b) In developing the three-year State plan, each State shall (1) make a thorough assessment of (A) the current and projected demands for general and specific occupational skills within the State, (B) the needs of students (including adults) served or proposed to be served, and (C) the capability of existing secondary and postsecondary vocational education programs and institutions to meet those needs, and (2) state the changes and improvements required in vocational education to fulfill the purposes of this Act, and the options for implementing these improvements.

(c) Each such plan shall be based upon the kinds of assessments described in subsection (b), and shall—

(1) define the role and expectations of vocational education in various institutional settings and at different educational levels;

(2) set forth goals to be achieved during the three-year period of the plan which will help ensure that vocational education programs assisted under this Act—

(A) are designed and implemented with the assistance of employers and address the demands of the job market and changing content of jobs in the area they serve;

(B) utilize up-to-date curricula, equipment, and instructional materials, are conducted by instructional personnel who are abreast of technological advances in their field, and are relevant to the methods, tools, and technologies of the workplace;

(C) are designed to increase the technological literacy of students and improve their academic foundations in mathematics and science and by creating a better understanding of the operating principles and applications of modern technology;

(D) address the needs for training and retraining of workers to help them adjust to technological change and to retain or find employment in the contemporary labor market;

(E) help economically depressed areas increase the supply of skilled workers and technicians required for economic revitalization;

(F) are accessible to and meet the needs of women, the disadvantaged, the handicapped, and individuals of limited English proficiency;

(G) whenever feasible, contribute to strengthening the institutional capability of vocational education through such means as (i) upgrading the capabilities of area vocational-technical education schools to train technicians and skilled workers and to provide training and retraining for workers, and (ii) building integrated curricula and programs which span secondary through the fourteenth years of school and link secondary and postsecondary institutions; and

(H) are consistent with the other purposes of this Act set forth in section 101;

(3) describe the progress it expects to make toward achieving the purposes of this Act during the three-year period of the State plan;

(4) describe the methods and strategies the State will employ to reach the goals set forth pursuant to paragraph (2) and describe the kinds of vocational education programs, projects, and services it intends to assist under the State plan, including support for unified statewide efforts in research, personnel development, teacher education, and curriculum development;

(5) set forth the criteria the State board will use in approving plans of eligible recipients and allocating funds made available under this Act to such recipients, which shall ensure that States will allocate more Federal funds to eligible recipients in units of local government which are economically depressed (including both

urban and rural units) or which have high unemployment, as determined by the State;

(6) describe the methods proposed for coordinating programs carried out under this Act with those conducted under the Job Training Partnership Act, but such coordination shall not be used to establish priority for funding to eligible recipients under this Act;

(7) describe the measures to be taken to ensure that vocational education programs, services, and activities assisted under this Act will take into account the findings of program reviews and evaluations carried out pursuant to section 422; and

(8) outline the measures to be taken to bring about a better articulation of vocational education programs at various levels of education and among various types of institutions, and to eliminate unnecessary duplication of vocational education and related occupational training programs.

(d) The three-year State plans shall be submitted to the Secretary by May 1 preceding the beginning of the first fiscal year for which such plan is to be in effect. The Secretary shall approve, within sixty days, each State plan which is formulated in accordance with subsection (a) and which meets the requirements of subsections (b) and (c), and shall not finally disapprove a State plan except after giving reasonable notice and an opportunity for a hearing to the State board.

STATE APPLICATION

SEC. 412. Any State desiring to receive the amount for which it is eligible for a fiscal year under this Act, and which has a State plan approved by the Secretary under section 411(d), shall submit an application to the Secretary through its State board which provides assurances—

(1) that the State will provide such methods of administration as are necessary for the proper and efficient administration of the Act;

(2) that the State board will cooperate with the members of the State council in ensuring their active participation in the planning process, in accordance with this Act;

(3) that Federal funds made available under this Act will be so used as to supplement the amount of State and local funds available for uses specified in the Act, and in no case to supplant such State and local funds;

(4) that the programs, services, and activities funded in accordance with the uses specified in section 202 are designed to expand or improve the quality of vocational education programs, or to initiate new programs of high quality, and that funds made available to

eligible recipients shall not be used to maintain existing programs, services, and activities without substantial change, except—

(A) for those designed to meet the special needs of the handicapped, the disadvantaged, individuals of limited English proficiency, or of women;

(B) for those designed to meet the urgent training, retraining, and upgrading needs of adults described in paragraph (10)(B); and

(C) where the State board has made a finding in each such instance with respect to such program (after consulting with the State council) that such assistance is necessary to maintain the quality or continuation of a program of demonstrated effectiveness;

(5) that funds made available under this Act will not be used to pay for more than 50 per centum of the cost of vocational education programs for students with special needs (such as the handicapped, the disadvantaged, individuals of limited English proficiency, and women) in which such students receive essentially all their instruction through separate programs rather than through the regular vocational education program provided for all students;

(6) that the State will provide such fiscal control and fund accounting procedures as may be necessary to ensure proper disbursement of, and accounting for, Federal funds paid to the State (including such funds paid by the State to eligible recipients under this Act);

(7) that the State has instituted policies and procedures to ensure that copies of the State plan and the progress report and all statements of general policy, rules, regulations, and procedures will be made available to the public;

(8) that in compiling data necessary for planning, evaluating, and reporting on vocational education programs, the State board and eligible recipients assisted under the State plan will use the nationally uniform definition and information elements which have been developed pursuant to section 301;

(9) that programs, services, and activities for handicapped individuals funded under this Act are consistent with the State plan submitted pursuant to section 413(a) of the Education of the Handicapped Act;

(10) that for each fiscal year, at least 30 per centum of the State's allotment for parts A, C, and D of title II pursuant to section 104 shall be used to pay for vocational education programs, services, and activities authorized by section 202 for—

(A) individuals who have completed or left high school and who are enrolled in organized programs of study for which credit is given toward an associate or other degree, but which programs are not designed as baccalaureate or higher degree programs; and

(B) individuals who have already entered the labor market, or who have completed or left high school, and who are not described in subparagraph (A);

(11) that programs of research, personnel development, and curriculum development shall be funded to further the goals identified in the three-year State plan (except that this requirement shall not be construed to mandate funding in each area for each fiscal year);

(12) that for each fiscal year, at least 70 per centum of each State's allotment for part A of title II pursuant to section 104 shall be allocated among eligible recipients to carry out plans approved under sections 413 and 423; and

(13) that for each fiscal year, expenditures for voctional education programs, services, and activities for the handicapped and disadvantaged from allotments for parts A and E of title II will not be less than the expenditures for the handicapped and disadvantaged in

the State for the last fiscal year funded by section 110(b)(1) of the Vocational Education Act of 1963.

(b) Such application shall be considered to be the general application required to be submitted by the State for funds received under this Act for purposes of the provisions of section 434(b) of the General Education Provisions Act.

THREE-YEAR LOCAL PLAN

SEC. 413. (a) Any eligible recipient desiring to receive assistance under this Act shall, according to requirements established by the State board, submit to the State board a three-year plan, covering the same period as the State plan, for the use of such assistance, formulated with the active participation of an advisory council established pursuant to subsection (c). The State board shall determine requirements for local plans, except that each such plan shall—

(1) contain an assessment with respect to the demands for occupational skills described in sections 411(c) (2) and (3);

(2) set forth the specific goals the plan is designed to attain based upon an assessment of the status of vocational education in the area served, and describe the relationship of those goals to achieving the purposes of this Act as set forth in section 101;

(3) describe the vocational education programs, services, and activities proposed to be funded under the plan;

(4) describe how the vocational education programs, services, and activities proposed to be funded under the plan reflect the views and recommendations of the advisory council established pursuant to subsection (c);

(5) contain such suggestions as the recipient may wish to make concerning ways in which the State and the State board can more effectively utilize funds made available under this Act, or utilize other resources to assist eligible recipients in planning and implementing programs that will better achieve the purposes of this Act; and

(6) provide such information as the State board reasonably may require to carry out its functions under this Act.

(b) The State board may utilize funds under this Act to encourage regional planning among eligible recipients.

(c)(1) The advisory council required for purposes of this section shall be appointed by the eligible recipient and shall consist of—

(A) representatives of the private sector, who shall constitute a majority of the membership of the advisory council and who, if present in the community, shall be (i) owners of business concerns or chief executives or chief operating officers of nongovernmental employers (including agricultural enterprises), (ii) officers of or individuals designated by recognized State and local labor organizations or appropriate building trades councils, and (iii) other private sector personnel who have substantial management, policy, or training responsibility in private business, trade associations or organized labor;

(B) representatives of public employers and of institutions and organizations that are not eligible recipients but provide job training for residents of the community or area, economic development agencies, and the public employment service; and

(C) representatives of groups concerned with equal education and employment opportunities for women, the disadvantaged, and the handicapped.

(2) The chairperson of the advisory council shall be selected from among the members who represent the private sector.

PART C—EVALUATION AND REVIEW

PROGRESS REPORT AND STATE PLAN AMENDMENTS

SEC. 421. (a) Each State having a State plan approved under section 411(d) shall submit to the Secretary by January 1 of the third fiscal year and every two years thereafter, when such plan is in effect, a progress report. When changes are necessary in the State plan, a State shall submit by May 1 preceding the fiscal year of operation, amendments to its State plan.

(b) The progress report required by this section shall be made available to the State job training coordinating council (established under section 122 of the Job Training Partnership Act), and the general public at the same time it is submitted to the Secretary, and such report shall—

(1) describe and present evidence showing the progress made under the State plan toward achieving the goals set forth under section 411; and

(2) describe the problems encountered and the changes to be made in the goals and strategies approved in the State plan, together with the reasons therefor.

(c)(1) The progress report shall include dissenting or supplementary views submitted by the State advisory council on vocational-technical education, together with any comment the State board may choose to make.

(2) The Secretary shall approve, within sixty days of submission, the State plan amendments which meet the requirements of this section, unless such amendments propose changes that are inconsistent with the requirements and pur-

poses of this Act. The Secretary shall not finally disapprove such amendments except after giving reasonable notice and an opportunity for a hearing to the State board.

PROGRAM EVALUATION

SEC. 422. (a) In order to assist local educational agencies and other eligible recipients receiving funds under this Act to plan and operate the best possible programs of vocational education, each State board during the three-year period of the State plan shall—

(1) arrange a program review each year of at least 20 per centum of the eligible recipients within the State receiving funds under this Act, which reviews shall be conducted by teams which include individuals who are engaged in the type of work for which students are being prepared and shall evaluate:

(A) the planning and content of the program,

(B) the curriculum, qualification of teachers and counselors, equipment, and instructional materials;

(C) the effect of the program on the subsequent work experience of graduates; and

(D) such other factors as are determined to affect program operation and relevance to labor market needs;

(2) gather and analyze data to determine the extent to which the vocational programs are achieving the goals set forth in the plan, and the extent to which eligible recipients have improved their capacity to achieve the purposes of this Act as set forth in section 101; and

(3) gather and analyze data relating to outcomes of programs assisted under this Act in terms of the extent to which program completers—

(A) find employment in occupations in which the skills acquired in vocational education programs are utilized or participate in further education;

(B) demonstrate knowledge and skills necessary and common to occupationally specific and nonoccupationally specific programs;

(C) are considered by their employers to be well trained and prepared for employment as a result of their vocational education,

which data may be gathered by use of statistically valid samples.

(b) The Secretary shall assist States in evaluating the status and progress of vocational education in achieving the purposes of this Act, and activities designed to provide such assistance shall include—

(1) an analysis of State plans and of annual progress reports, and of the findings of evaluations conducted pursuant to subsection (a), with suggestions to State boards for improvements in planning or program operation;

(2) an information network on the results of research in vocational education, the operation of model or innovative programs, successful experiences in the planning, administration, and conduct of vocational education programs, advances in curriculum and instructional practices, and other information useful in the improvement of vocational education; and

(3) a series of longitudinal studies initiated every five years (beginning within six months after the enactment of this Act) to determine the outcomes of vocational education for a national sample of students.

(c) The Secretary shall submit a report every two years to the Congress on the status of vocational education in the Nation, including a summary of the program evaluations conducted pursuant to this section and conclusions drawn therefrom regarding progress toward meeting the goals and purposes of this Act, together with such recommendations as the Secretary may wish to make.

LOCAL PROGRESS REPORT AND AMENDMENTS TO LOCAL PLAN

SEC. 423. (a)(1) Each eligible recipient or group of recipients having an approved three-year plan under section 413 shall also submit to the State board proposed amendments to the local plan when needed and a progress report, for the preceding fiscal year, prepared with the active participation of its advisory council. Such report shall—

(A) describe the progress made under the local plan toward meeting the needs identified, and in attaining the goals set forth in the approved plan required by section 413(a);

(B) describe any problems encountered and changes in goals and strategies proposed to be made in its approved plan, and the reasons therefor;

(C) describe the findings of any program review conducted pursuant to section 422, and describe the measures to be taken to implement recommendations; and

(D) include a certification by the chair of the advisory council that the council has participated in formulating the report, together with such comments as the council or any member thereof may choose to make.

(2) The State board shall not approve funding for a local plan under this section for any year (after the initial year of

funding under this Act) unless it finds that the amendments propose changes that are consistent with the purposes and requirements of the Act, and with the three-year State plan approved by the Secretary (including any amendments thereto).

(d) The State board shall give reasonable notice and opportunity for a hearing to any eligible recipient which is dissatisfied with its final action with respect to approval of plans (or amendments thereto) or allocation of funds under this Act.

PART D—FEDERAL ADMINISTRATIVE RESPONSIBILITIES

ADMINISTRATIVE COSTS; PAYMENTS, MAINTENANCE OF EFFORT

SEC. 431. (a) The Secretary shall pay to each State, for any fiscal year for which such State has a State plan approved in accordance with section 411(d) or an update and progress report approved in accordance with section 421(c), the amount of its allotment or allotments under section 104 from appropriations made to carry out this Act, except that from such allotment—

(1) a State shall not expend for the cost of State administration of the State plan an amount in excess of 50 per centum of such cost; and

(2) payments by the State to eligible recipients (in accordance with plans approved under section 413) for

the costs of administration of vocational education programs shall not exceed 50 per centum of such cost.

(b)(1) Payments for any fiscal year under this Act to a State shall be reduced in accordance with paragraph (2) unless the Secretary finds that the fiscal effort per student, or the aggregate expenditures for vocational education, in that State for the fiscal year preceding the fiscal year for which the determination was made was not less than 90 per centum of such fiscal effort per student or the aggregate expenditures for vocational education for the second preceding fiscal year.

(2) The Secretary shall reduce the amount of the payment of funds under this Act, to which the State otherwise would have been entitled under its allocation, in the exact proportion to which a State fails to meet the requirements of paragraph (1) by falling below 90 per centum of both the fiscal effort per student and the aggregate expenditures for vocational education (using the measure most favorable to the State), and no such lesser amount shall be used for computing the effort required under paragraph (1) subsequent years.

(3) The Secretary may waive the requirements of this subsection for one fiscal yeaı only, upon making a determination that such waiver would be equitable due to exceptional or uncontrollable circumstances affecting the ability of the applicant to meet such requirements, such as a natural disas-

ter or an unforeseen and precipitous decline in financial resources.

WITHHOLDING OF FUNDS; JUDICIAL REVIEW

SEC. 432. (a) Whenever the Secretary, after reasonable notice and opportunity for hearing to the State board, finds that—

(1) the State plan or update approved under section 411(d) or section 421(c) has been so changed that it no longer complies with the provisions of this Act; or

(2) in the administration of the State plan or of programs conducted pursuant to it there is a failure to comply substantially with any such provision,

the Secretary shall notify such State board that no further payments will be made to the State under this Act (or, further payments to the State will be limited to programs under or portions of the State plan not affected by such failure) until satisfied that there will no longer be any failure to comply. Until so satisfied, the Secretary shall make no further payments to such State under this Act (or shall limit payments to programs under, or portions of, the State plan not affected by such failure).

(b) A State board which is dissatisfied with a final action of the Secretary under this section may appeal to the United States court of appeals for the circuit in which the State is located, by filing a petition with such court within sixty days after such final action. A copy of the petition shall be forthwith transmitted by the clerk of the court to the Secretary, or any officer designated by him for that purpose. The Secretary thereupon shall file in the court the record of the proceedings on which action is based, as provided in section 2112 of title 28, United States Code. Upon the filing of such petition, the court shall have jurisdiction to affirm the action of the Secretary or to set aside such action, in whole or in part, temporarily or permanently, but until the filing of the record, the Secretary may modify or set aside his action. The findings of the Secretary as to the facts, if supported by the weight of evidence, shall be conclusive, but the court, for good cause shown, may remand the case to the Secretary to take further evidence, and the Secretary may thereupon make new or modified findings of fact and may modify his previous action, and shall file in the court the record of the further proceedings. Such new or modified findings of fact shall likewise be conclusive if supported by the weight of evidence. The judgment of the court affirming or setting aside, in whole or in part, any action of the Secretary shall be final, subject to review by the Supreme Court of the United States upon certiorari certification as provided in section 1254 of title 28, United States Code. The commencement of proceedings under this subsection shall, unless specifically ordered otherwise by the court, operate as a stay of the Secretary's action.

(c)(1) If any eligible recipient is dissatisfied with the final action of the State board or other appropriate State administering agency with respect to approval of its local plan, such eligible recipient may, within sixty days after such final action or notice thereof, whichever is later, file with the United States court of appeals for the circuit in which the State is located a petition for review of that action. A copy of the petition shall be forthwith transmitted by the clerk of the court to the State board or other appropriate State administering agency. The State board or such other agency thereupon shall file in the court the record of the proceeding on which the State board or such other agency based its action, as provided in section 2112 of title 28, United States Code.

(2) The findings of fact by the State board or other appropriate administering agency, if supported by substantial evidence, shall be conclusive; but the court, for good cause shown, may remand the case to the State board or such other agency to take further evidence, and the State board or such other agency may thereupon make new or modified findings of fact and may modify its previous action, and shall certify to the court the record of the further proceedings.

(3) The court shall have jurisdiction to affirm the action of the State board or other appropriate administering agency or to set it aside, in whole or in part. The judgment of the court shall be subject to review by the Supreme Court of the

United States upon certiorari certification as provided in section 1254 of title 28, United States Code.

(d)(1) The Secretary shall prescribe and implement rules to assure that any hearing conducted under section 434(c) of the General Education Provisions Act in connection with funds made available from appropriations under this Act shall be held within the State of the affected unit of local government or geographic area within the State.

(2) For the purposes of paragraph (1)—

(A) the term "unit of local government" means a county, municipality, town, township, village, or other unit of general government below the State level; and

(B) the term "geographic area within a State" means a special purpose district or other region recognized for governmental purposes within such State which is not a unit of local government.

Part E—Transitional and Conforming Provisions

EFFECTIVE DATE

Sec. 441. (a) This Act shall be effective for fiscal years beginning on or after October 1, 1984, except that the authority of the Secretary to prescribe regulations under this Act and the responsibility of States to submit State plans is effective upon the enactment of this Act.

(b) No later than ninety days after the date of the enactment of this Act, the Secretary shall prescribe regulations under this Act.

TRANSITION PROVISIONS

SEC. 442. (a) States and other recipients of financial assistance under this Act, or under the Vocational Education Act of 1963, may expend funds received under this Act or under the Vocational Education Act of 1963 in order to—

(1) conduct planning for any program or activity authorized under this Act; and

(2) conduct any other activity deemed necessary by the recipient to provide for an orderly transition to the operation of programs under this Act.

(b)(1) On the effective date of this Act, the personnel, property, and records of the National Advisory Council on Vocational Education under section 162 of the Vocational Education Act of 1963 shall be transferred, as determined by the Secretary, to the President's Council on Vocational Technical-Education established under section 303 of this Act and to the advisory committee on research and program improvement established pursuant to section 307 of this Act.

(2) On the effective date of this Act, the personnel, property, and records of the National Occupational Information Coordinating Committee established under section 161(b) of the Vocational Education Act of 1963 shall be

transferred to the National Occupational Information Coordinating Committee established pursuant to section 302 of this Act.

CONFORMING AMENDMENTS

SEC. 443. (a) The Vocational Education Act of 1963 is repealed.

(b) The Job Training Partnership Act (29 U.S.C.1501 et seq.) is amended—

(1) in section 4—

(A) by striking out "section 195(10) of the Vocational Education Act of 1963" in paragraph (14) and inserting in lieu thereof "section 451(14) of the Vocational Technical Education Act of 1983";

(B) by striking out "section 195(11) of the Vocational Education Act of 1963" in paragraph (23) and inserting in lieu thereof "section 1201(h) of the Higher Education Act of 1965"; and

(C) by striking out "section 195(1) of the Vocational Education Act of 1963" in paragraph (28) and inserting in lieu thereof "section 451(25) of the Vocational Technical Education Act of 1983";

(2) in section 122—

(A) by striking out paragraph (8) of subsection (a); and

(B) by striking out "section 105(d)(3) of the Vocational Education Act of 1963" in subsection (b)(7)(B) and inserting in lieu thereof "section 402(e)(2) of the Vocational Technical Education Act of 1983";

(3) in section 125(b)(1), by striking out "the Vocational Education Act of 1963" and inserting in lieu thereof "the Vocational Technical Education Act of 1983";

(4) in section 427(a)(1), by striking out "section 104(a)(1) of the Vocational Education Act of 1963" and inserting in lieu thereof "section 401(a) of the Vocational Technical Education Act of 1983";

(5) in section 461(c), by striking out "the Vocational Education Act of 1963" and inserting in lieu thereof "the Vocational Technical Education Act of 1983";

(6) in sections 463(a), 464(a)(1), and 464(c), by striking out "section 161(b) of the Vocational Education Act of 1963" and inserting in lieu thereof "section 402(a) of the Vocational Technical Education Act of 1983";

(7) in section 463(a), by striking out "section 161(b) of the Vocational Education Act of 1963" and inserting in lieu thereof "section 302 of the Vocational Technical Education Act of 1983";

(8) in section 464(b), by striking out "the Vocational Education Act of 1963" and inserting in lieu thereof "the Vocational Technical Education Act of 1983";

(9) in section 472, by striking out "National Advisory Council on Vocational Education (established under section 162 of the Vocational Education Act of 1963)" in subsection (a) and inserting in lieu thereof "President's Council on Vocational-Technical Education (established under section 303 of the Vocational Technical Education Act of 1983)"; and

(10) in section 473—

(A) by striking out "National Advisory Council on Vocational Education" in paragraph (7)(A) and each place it appears in paragraph (7)(B) and inserting in lieu thereof "President's Council on Vocational-Technical Education"; and

(B) by striking out "section 162 of the Vocational Education Act of 1963" and inserting in lieu thereof "section 303 of the Vocational Technical Education Act of 1983".

(c) Section 703(a)(8) of the Elementary and Secondary Education Act of 1965 (20 U.S.C. 3223(a)(8)) is amended by striking out "section 122(a)(4) and part J of the Vocational Education Act of 1963" and inserting in lieu thereof "the Vocational Technical Education Act of 1983".

(d) Sections 113(d), 114(b), and 1022(a) of the Higher Education Act of 1965 (20 U.S.C. 1013(d), 1014(b), 1135c–1(a)) are each amended by striking out "the Vocational Education Act of 1963" and inserting in lieu thereof "the Vocational Technical Education Act of 1983".

(e) Sections 305(b)(11) and 318(a)(4) of the Adult Education Act (20 U.S.C. 1205(b)(11), 1211c(a)(4)) are amended by striking out "the Vocational Education Act of 1963" and inserting in lieu thereof "the Vocational Technical Education Act of 1983".

(f) The Appalachian Regional Development Act of 1965 (40 U.S.C. App.) is amended—

(1) in section 113(a), by striking out "the Vocational Education Act of 1963 (77 Stat. 403)" and inserting in lieu thereof "the Vocational Technical Education Act of 1983"; and

(2) in section 114(c), by striking out "the Vocational Education Act of 1963" and inserting in lieu thereof "the Vocational Technical Education Act of 1983".

(g) Section 101(a)(11) of the Rehabilitation Act of 1973 (29 U.S.C. 721(a)(11)) is amended by striking out "the Vocational Education Act" and inserting in lieu thereof "the Vocational Technical Education Act of 1983.".

(h) Section 104 of the Vocational Education Amendments of 1968 is amended by striking out "section 102(a) of this Act (as such Act will be in effect on October 1, 1977)" and inserting in lieu thereof "section 102(a) of the Vocational Technical Education Act of 1983".

PART F—DEFINITION OF TERMS

DEFINITIONS

SEC. 451. As used in this Act:

(1) The term "administration" means activities of a State necessary for the proper and efficient performance of its duties under this Act, including supervision, but does not include curriculum development activities, personnel development, technical assistance, or research activities.

(2) The term "area vocational-technical education school" means—

(A) a specialized high school used exclusively or principally for the provision of vocational education to individuals who are available for study in preparation for entering the labor market;

(B) the department of a high school exclusively or principally used for providing vocational education in no less than five different occupational fields to individuals who are available for study in preparation for entering the labor market;

(C) a technical institute or vocational school used exclusively or principally for the provision of vocational education to individuals who have completed or left high school and who are available for study in preparation for entering the labor market; or

(D) the department or division of a junior college or community college or university operating under the policies of the State board and which provides vocational education in no less than five different occupational fields leading to immediate employment but not necessarily leading to a baccalaureate degree, if, in the case of a school, department, or division described in subparagraph (C) or this subparagraph, it admits as regular students both individuals who have completed high school and individuals who have left high school.

(3) The term "career guidance and counseling" means those programs (A) which pertain to the body of

subject matter and related techniques and methods organized for the development in individuals of career awareness, career planning, career decisionmaking, placement skills, and knowledge and understanding of local, State, and national occupational, educational, and labor market needs, trends, and opportunities, and (B) which assist them in making and implementing informed educational and occupational choices.

(4) The term "construction" includes construction of new buildings and acquisitions, and expansion, remodeling, and alteration of existing buildings, and includes site grading and improvement and architect fees.

(5) The term "cooperative education" means a method of instruction in vocational education (A) whereby individuals who, through written cooperative arrangements between the school and employers, receive vocational instruction and related on the job training by alternation of study in school with a job in any occupational field, and (B) whereby work periods and school attendance (i) are planned and supervised by the school and employers so that each contributes to the student's education and to his or her employability, and (ii) may be on alternate days, weeks, or other time periods.

(6) The term "curriculum materials" means instructional and related or supportive material in any occupational field which is designed to strengthen the academic foundation and prepare individuals for employment at the entry level or to upgrade occupational competencies of those previously or presently employed in any occupational field, and appropriate counseling and guidance material.

(7) The term "disadvantaged" means individuals (other than handicapped individuals) who have academic or economic handicaps and who require special services and assistance in order to enable them to succeed in vocational education programs.

(8) The term "economically depressed area" means an economically integrated area within any State in which a chronically low level of economic activity or a deteriorating economic base has caused such adverse effects as (A) a rate of unemployment which has exceeded by 50 per centum or more the average rate of unemployment in the State, or in the Nation, for each of the three years preceding the year for which such designation is made, or (B) a large concentration of low-income families, and for which such designation for the purposes of this Act is approved by the Secretary as consistent with these and such other cri-

teria as may be prescribed, and with the purposes of this Act.

(9) The term "eligible recipient" means a local educational agency or a postsecondary vocational educational institution.

(10) The term "general purpose business organizations" means organizations which admit to membership any for-profit business operating within the State or an area of the State.

(11) The term "handicapped", when applied to individuals, means individuals who are mentally retarded, hard of hearing, deaf, speech impaired, visually handicapped, seriously emotionally disturbed, orthopedically impaired, or other health impaired individuals, or individuals with specific learning disabilities, who by reason thereof require special education and related services and who, because of their handicapping condition, cannot succeed in a regular vocational education program without special education assistance or who require a modified education program.

(12) The term "high technology" means state-of-the-art computer, microelectronic, hydraulic, pneumatic, laser, nuclear, chemical, telecommunication, and other technologies being used to enhance productivity in manufacturing, communication, transportation, agri-

culture, energy commercial, and similar economic activity, and to improve the provision of health care.

(13) The term "industrial arts education program" means those education programs (A) which pertain to the body of related subject matter, or related courses, organized for the development of understanding about all aspects of industry and related courses, including learning experiences involving activities such as experimenting, designing, constructing, evaluating, and using tools, machines, materials, and processes, and (B) which assist individuals in the making of informed and meaningful occupation choices or which prepare them for entry into advanced trade and industrial or technical education programs.

(14) The term "local educational agency" means a board of education or other legally constituted local school authority having administrative control and direction of public elementary or secondary schools in a city, county, township, school district, or political subdivision in a State, or any other public educational institution or agency having administrative control and direction of a vocational education program.

(15) The term "low-income family or individual" means such families or individuals who are determined

to be low-income according to the latest available data from the Department of Commerce.

(16) The term "postsecondary educational institution" means an accredited public institution legally authorized to provide postsecondary education associate degrees or certificates within a State.

(17) The term "private vocational training institution" means a business or trade school, in any State, which (A) admits as regular students only individuals who have completed or left elementary or secondary school and who have the ability to benefit from the training offered by such institution; (B) is legally authorized to provide, and provides within that State, a program of postsecondary vocational or technical education designed to fit individuals for useful employment in recognized occupations; (C) has been in existence for two years or has been specially accredited by the Secretary as an institution meeting the other requirements of this subsection; and (D) is accredited (i) by a nationally recognized accrediting agency or association listed by the Secretary pursuant to this clause, or (ii) if the Secretary determines that there is no nationally recognized accrediting agency or association qualified to accredit schools of a particular category, by a State agency listed by the Secretary pursuant to this clause,

or (iii) if the Secretary determines that there is no nationally recognized State agency or association qualified to accredit schools of a particular category, by an advisory committee appointed and composed of individuals specially qualified to evaluate training provided by schools of that category, which committee shall prescribe the standards of content, scope, and quality which must be met by those schools and shall also determine whether particular schools meet those standards. For the purpose of this paragraph, the Secretary shall publish a list of nationally recognized accrediting agencies or associations and State agencies which he determines to be reliable authority as to the quality of education or training afforded.

(18) The term "school facilities" means classrooms and related facilities (including initial equipment) and interests in lands on which such facilities are constructed. Such terms shall not include any facility intended primarily for events for which admission is to be charged to the general public.

(19) The term "Secretary" means the Secretary of the Department of Education.

(20) The term "small business" means for-profit enterprises employing five hundred or fewer employees.

(21) The term "State" means, any of the fifty States, the District of Columbia, the Commonwealth of Puerto Rico, the Virgin Islands, Guam, American Samoa, the Northern Mariana Islands, and the Trust Territory of the Pacific Islands.

(22) The term "State board" means a State board of vocational education designated for the administration of vocational education in the State in accordance with section 401.

(23) The term "State council" means the State advisory council on vocational-technical education established in accordance with section 402.

(24) The term "vocational student organizations" means those organizations for individuals enrolled in vocational education programs which engage in activities as an integral part of the instructional program. Such organizations may have State and national units which aggregate the work and purposes of instruction in vocational education at the local level.

(25) The terms "vocational-technical education" and "vocational education" mean organized educational programs which are directly related to the preparation of individuals in paid or unpaid employment in such fields as agriculture, business occupations, home economics, health occupations, marketing and distributive

occupations, technical and emerging occupations, industrial arts, and trades and industrial occupations, or for additional preparation for a career in such fields, and in other occupations, requiring other than a baccalaureate or advanced degree and vocational student organization activities as an integral part of the program; and for purposes of this paragraph, the term "organized education program" means only (A) instruction (including career guidance and counseling) related to the occupation or occupations for which the students are in training or instruction necessary for students to benefit from such training, and (B) the acquisition, maintenance, and repair of instructional equipment, supplies, and teaching aids; but the terms do not mean the construction, acquisition, or initial equipment of buildings, or the acquisition or rental of land.

Chairman PERKINS. We have with us this morning the Honorable George E. Brown, Jr., a Member of Congress, 36th District, California, and then we will hear from Dr. Gene Bottoms, Dr. Dale Parnell, and Dr. Joe Mills.

We have got Congressman Sherwood L. Boehlert of New York. He won't be here, I understand until 10:30.

We also have a panel here of Dr. Joan Parent, Joyce Holmes Benjamin, Dr. William Pierce, Phale Hale, and Linda Tarr-Whelan. We also have Michael Casserly, Dr. Frank Burtnett, and Ralph Staiger. We will hear from all of you.

Come on around, Congressman Brown. We are delighted to welcome you here this morning and you just proceed in any manner you prefer.

STATEMENT OF HON. GEORGE E. BROWN, JR., A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CALIFORNIA

Mr. BROWN. Mr. Chairman, I compliment you on starting promptly at 9:30. That is very unusual.

Mr. Chairman, I have a brief statement which, if you don't mind, I would like to have inserted in the record because I probably will not cover——

Chairman PERKINS. Without objection.

Mr. BROWN. Mr. Chairman, there is a bit of nostalgia in my appearing here this morning because, as I am sure you recall, I was a member of this subcommittee 20 years ago when we adopted the original—not the original but——

Chairman PERKINS. I remember it very well.

Mr. BROWN. The 1963 act, and, of course, that was based upon earlier vocational education, such as the Smith-Hughes Act, and I want to compliment you for your own devotion to this cause, which I respected and admired 20 years ago and it has grown even more since then.

I am here today to offer my wholehearted support of the legislation before us and to urge every effort to enact this into law.

I point out in my statement that it was cooperative action between the Education and Labor Committee and the Science Committee, on which I now serve, that led to the first piece of legislation passed by the House this year, the Emergency Science and Mathematics Act. The kinds of changes necessary in vocational education today, which are well reflected in this legislation, deal with the problems of establishing technical literacy in a society which is changing very rapidly in terms of its needs, vocational needs, and educational needs. This act in my opinion is necessary in order to continue the progress we are making in meeting these needs.

We cannot achieve the necessary gains in productivity in our society, the necessary gains in educational improvements, without devoting adequate resources to it under a framework of law which directs it where it is most needed, and this accomplishes that.

I note that this act also authorizes an industry-educational partership arrangement for vocations involving high technology. This of course is comparable to what we have already instituted in the Job Partnership Act, and I think we will see an increasing need for having this kind of partnership in order to maintain the focus of our educational programs on the primary and priority vocational needs of the country. So I welcome that very much.

I devote a little time in my statement to describing how some of these programs are working in my own district. Mr. Chairman, I will not go into that at this time, but I do want to say that my district will, as I am sure yours and most others will, benefit a great deal from the Federal resources involved in this program provided to maintain their own emphasis on the kind of efforts that we need to have.

The primary issue for this subcommittee and for Congress is determining the proper Federal role. I think the Federal Government has an important leadership role to play in education. It involves more than just distributing money to local school districts and colleges, although providing supplementary funds is very important. After all, Federal funding for education is only about 9 percent of the estimated $230 billion which will be spent on education in this school year.

The Federal Government should support educational research and curriculum development and support and reward models of excellence, but the most crucial part is encouraging cohesion among all the segments of our society that are concerned about education. A partnership approach involving industry, educators, parents, and local governments, and I might mention also professional and technical organizations which are concerned about specific areas of education, is the only effective long-term solution to our educational needs. Cooperation and resource sharing among these groups can help solve some of our perennial problems.

Finally, the Federal Government should insure that programs begun now in response to assuring this public interest will be maintained over time and I am sure that you, Mr. Chairman, will be able to help make sure that these programs are maintained.

As we discuss Federal funding and involvement in vocational and technical education, we might review Tom Jefferson's words, "Laws and institutions must go hand in hand with the progress of the human mind. As that becomes more developed, more enlightened, as new discoveries are made, institutions must advance also to keep pace with times."

I thank you, Mr. Chairman, for working so devotedly over such a long period of time to help keep our institutions in pace with the times today.

[Prepared statement of Congressman George Brown follows:]

PREPARED STATEMENT OF HON. GEORGE E. BROWN, JR., A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CALIFORNIA

Mr. Chairman, thank you for the opportunity to testify before your subcommittee on this very important subject of vocational and technical education. I congratulate you for your efforts over the years on behalf of education. I remember serving under your chairmanship in the 88th Congress on the General Education Subcommittee of the Committee on Education and Labor. I come to the subcommittee today as a cosponsor of the Vocational-Technical Education Act of 1983, and as a member of the Science and Technology Committee.

Our committees worked together on the first major piece of legislation passed by the House this year—the Emergency Science and Mathematics Education Act. Faced by a national crisis in shortages of math and science teachers and personnel, the House forged legislation which provides funding for training, retraining, attraction and retention of math and science teachers. As we held hearings on this bill, and from the various education reform reports, we learned that we face another crisis in math and science—the severe lack of public technical literacy.

"Technical literacy" refers to the foundation of skills required for living and working productively and humanely in a technological age. One who is technically literate has the ability to use and control new technologies. He can understand scientific advances, and can make informed decisions about their use and applications. This requirement applies not only to those who are students today, but also to adults including Members of Congress.

The National Science Board Commission on Precollege Education in Mathematics, Science and Technology recently published recommendations for improving mathematics, science and technology education for elementary and secondary students. According to this report, "Educating Americans for the 21st Century," we cannot meet our goals of public technical literacy with current programs and funding. The Commission recommends greatly increased funding—$4.6 billion over the next six years—to develop new curriculum guidelines and tests, retrain 1.2 million teachers and help establish 2,000 exemplary science and math schools.

Title II, Part D of the Vocational-Technical Education Act authorizes an industry-education partnership arrangement for training in high technology occupations. This addition to vocational education is timely, addressing our urgent need for broad public understanding of science and new technologies. The industry-education partnership is particularly noteworthy. We are beginning to realize how dependent our society and our economy are on our schools. Virginia Governor Charles Robb said, "Our economic development will succeed or fail on the strength of our schools." When I met with educators, business people, and others in my congressional district recently to discuss education, the group concluded that cooperation between industry and educators is essential at all levels and in all forms of schooling. I was encouraged by our local efforts at working together to improve education, and I am encouraged by your efforts to add technical education as an integral component of vocational education.

Mr. Chairman, I'd like to take a few minutes to describe an example of how vocational-technical education works in my congressional district. You are aware that California schools sponsor Regional Occupational Programs, or ROP's. In my district, the Colton-Redlands-Yucaipa ROP, or CRY-ROP, provides traditional vocational training. It also provides high-tech training, such as the computer class at Colton High School. And CRY-ROP trains the disabled to perform tasks needed by local employers. CRY-ROP staff communicate with employers, asking what skills they seek, and place their graduates—including the mentally and physically handicapped—in steady jobs for which they received CRY-ROP training. With additional funding and visibility, programs like CRY-ROP can train more people in a broader range of skills.

Our children are our future, but adults will provide the transition to a technological society. Even more important than the ability to use or program one of today's computers is the ability to continue learning and adapting throughout one's life. The education and training needs of our adult population are critical. These people will continue to jam unemployment offices and be left behind as the economy shifts its course. It is a matter of the highest national priority to help them find a place in a society which demands new skills. We must also be aware of the dangerous potential for new technologies to further divide society. Those who cannot cope with our current economy will be left even farther behind unless we make up for our past inadequacies in education and training.

While there is a major shift in our society from manufacturing to service industries, most of the technical changes will occur within an industry. As industries change, we often fire employees with old skills and hire others with new skills. Instead of this destructive hiring/firing cycle, we should develop ways to encourage lifelong retraining of employees. By creating the proper incentives, we can encourage companies to utilize and develop retraining programs.

The Job Training Partnership Act, Trade Adjustment Assistance, the Emergency Veterans Jobs Training Act, and other legislative efforts respond to this need as an emergency, which it is. However, the need for adult training and retraining will intensify in the years ahead with rapidly increasing technical growth. We need a vehicle for continuing, dependable adult training and retraining. Title II, Part F authorizes special flexible programs of adult worker training and retraining, as well as assistance for employers who need to conduct training programs. I congratulate the Chairman for recognizing this vital need, and taking steps to provide for the future.

The primary issue for this subcommittee and for Congress is determining the proper federal role. I think the federal government has an important leadership role to play in education. It involves more than just distributing money to local school districts and colleges, although providing supplementary funds is very important. After all, federal funding for education is only about 9 percent of the estimated $230 billion which will be spent on education in this school year. The federal government should support educational research and curriculum development, and support and reward models of excellence.

But the most crucial part is encouraging cohesion among all the segments of our society that are concerned about education. A partnership approach, involving industry, educators, parents, and local governments, is the only effective long-term solution. Cooperation and resource sharing among these groups can help solve some of our perennial problems. Finally, the federal government should ensure that programs begun now in response to a surge in public interest will be maintained over time.

As we discuss federal funding and involvement in vocational-technical education, we might review Thomas Jefferson's words: "Laws and institutions must go hand in hand with the progress of the human mind. As that becomes more developed, more enlightened, as new discoveries are made . . . institutions must advance also to keep pace with the times." I think the Chairman for working to keep our institutions in pace with the times.

Chairman PERKINS. Congressman Brown, what do you think is the most important single thing that we ought to keep in mind as we reauthorize this Vocational Education Act? You have been with us a long time.

Mr. BROWN. Mr. Chairman, I think one simple answer to that, in addition to this concept of encouraging cooperation among all actors in this field, is to recognize that today change is the only thing that we can count on and that education, whether it is vocational or professional or any other kind of education, must equip the learner to deal with change.

We must allow him to consider education as a lifelong process in which he will make adoptions, adaptations to the kinds of things that are happening in our industrial world today. He must be able to accommodate himself so we don't have the tragedies, which I am sure you have seen as well as I have, of thousands of people laid off from good jobs—we will say in the steel plants—and do not have the capacity to adjust to the opportunities that exist in another field.

So I think that even in our vocational education, which is supposed to teach specific job skills, we must teach those jobs skills in such a way that the learner acquires the tools to move to other job skills as he needs to.

Chairman PERKINS. Let me compliment you on some excellent testimony this morning, Mr. Brown.

Mr. Packard.

Mr. PACKARD. Thank you, Mr. Chairman.

I am delighted to have my colleague from California address this very important issue of vocational technical education.

Congressman, do you find in your exposure to your own district in California, that there is a competition for the funds for vocational training between the community colleges and other university oriented programs, and programs that are conducted through the county and other agencies of the State that assume vocational training responsibilities and facilities?

Do you see a duplication of services and a competition for the available funding?

Mr. BROWN. Well, I see a considerable competition for the available funding because, as you well know, funding for education in

California has gone down hill now for a period of time and all educational organizations are starved for money. There is also some duplication. I feel that we need to examine that situation of whether or not some of that redundancy is necessary or beneficial and try to streamline the operations going on within our own State and then within my own district.

I am not sure how that started, how that duplication and redundancy developed. I think it arose in part out of the fact that in some cases the public education institutions—high schools and junior colleges—were to some degree insulated from the real world of occupations and were not maintaining as close a liaison as they should. I think that is changing now with this new emphasis upon cooperation between schools and industry and others in the field, and this has been beneficial and should lead to a greater focus by the public vocational and educational administrators and other policymakers, so that we don't have the same redundancy that we have had before.

I believe in a system in which there is a certain amount of pluralism, I don't think that is necessarily bad. I think we ought to have community based organizations and other groups concerned about vocational education and participating in it, but I don't like to see money wasted on duplicating programs.

Thank you, and I have no further questions.

Chairman **PERKINS**. Let me congratulate you again, Congressman Brown, for your appearance here today.

Mr. **BROWN**. Thank you, Mr. Chairman.

Chairman **PERKINS**. Now the panel will come around. Dr. Gene Bottoms, executive director, American Vocational Association; Dr. Dale Parnell, president of the American Association of Community and Junior Colleges; Dr. Joe Mills, president of the National Association of State Directors of Vocational Education.

We will hear from you first, Dr. Bottoms, and go right ahead.

STATEMENT OF GENE BOTTOMS, EXECUTIVE DIRECTOR, AMERICAN VOCATIONAL ASSOCIATION

Mr. **BOTTOMS**. Thank you, Mr. Chairman. We are delighted to have this opportunity to visit with you concerning H.R. 4164 and we especially want to commend you and Congressman Goodling for leading a bipartisan effort in introducing this bill, and we want to work with you and other members of the committee in seeing developed a meaningful piece of legislation.

I have a written statement I would like to introduce in the record and then summarize the points made there.

Chairman **PERKINS**. You go right ahead. Your statement will be inserted in the record and the other material you brought along with you. Go ahead with your statement in any way you want to summarize.

Mr. **BOTTOMS**. Just a brief statement on the background of H.R. 4164. The association for over the past 3 or 4 years has sought to work with the membership in trying to sort out a very clear Federal role for this aspect of education and to look at the kinds of administrative provisions that would allow for the achievement of the national purposes.

This past January, we entered into an effort with the AACJC, the National Association of State Directors, and during the course of the past 10 months have worked together as a group. We have met with a number of other educational groups and business and labor leaders and fashioned the bill that you have before you. Suffice to say that if we were designing the bill just from the perspective of the vocational and community, it would probably be different than the way it is now drafted. It does reflect some give and take as we work through the process.

If one looks at the Federal role in vocational education over the past years, if you go back to 1960, we had in this country only about 600 institutions that offered 6 or more vocational courses. Today we have approximately 9,000 such institutions. One of the great achievements of the Federal role over the past 20 years has been to stimulate an institutional capacity. This was very decentralized to address the preparation for work. Then in 1968 to 1976, legislation gave further emphasis to youth with special needs, and in 1976 to help males and females to consider nontraditional roles.

I would like to summarize basically at least six points in 4164 that reflect some of the differences between this bill and the current legislation:

First, we sought to sharpen the Federal role in this bill. The congressionally mandated NIE study made that one of its major points of recommendation. We have tried to focus as one of the major Federal roles on the modernization of the VOTEC programs out there, be they in high schools, community colleges, or VOTEC schools, they need the mechanical programs, need electronic emphasis, computer emphasis. We have a great need to revitalize and upgrade those programs.

The second Federal role we have tried to focus on, Congressman Brown spoke to. We do have a group of youth who have difficulty in maintaining the transition from education to work in this country, and many do not have the necessary skills for entering and progressing in employment.

Third, we have a real growing need of retraining adults.

We have tried to focus the Federal role in this draft around modernization, retraining of adults, and on the youth.

In addition to that, in the national program section of the bill, we have introduced an idea of an institutional concept so we have some greater decentralization in trying to tap the research capabilities that exist at different major institutions across the country in addressing some of the concerned areas facing this field.

The second difference between this bill and the current legislation, we have sought to expand the private sector's role in State and local planning of vocational ecducational programs and program evaluation and in forming policy recommendations to State boards and to Governors and others for improvement of the program.

Private sector involvement usually results in better programs, and in this draft bill we would require the State and local advisory councils be composed of a majority membership from the private sector. That is different from the current legislation. We would also require the chairperson of those councils be from the private sector. That is one example of how we have tried to reconnect this field back to the employers.

The third change, we have sought through this bill to improve the means for improving vocational education for youth with special needs. The current legislation uses a set-aside and does not allow Congress the flexibility in appropriating greater sums of money for youths with special needs. Currently, the disadvantaged youths we serve in vocational education, the amount of federally appropriated funds for these youth, come to $50 per youth. That is contrasted with $625 we spent on such youth through chapter 1. Many of these youth enter into secondary vocational programs without basic skills. They have to be taught by rote and in order to help these youth acquire the academic foundations, the applied academic foundations that they need, in order not only to enter work but progress therein, is going to require a greater concentration of funds than the present act allows.

The youth area has been expanded to include the bilingual youth and to assist youth who need special assistance to enroll in nontraditional areas. In addition, in terms of the youth, we picked up on NIC's recommendation that worse States do mainstream special population youths into ongoing programs, that the Federal dollars be used to pay for 100 percent of the extra services and efforts required to serve those youth.

The fourth change in the bill—this bill outlines a broader concept of vocational education. If you will notice in the set of purposes right up front in the bill, it focuses attention to applied math, science, and communication skills that these youths need in order to enter into a designated employment or an occupational specific. We had an awful lot of talk about math and science recently but not much talk about applied math and science.

In addition, through part (d) of title 2, we would expand the vocational areas to address shortages of technicians, particularly in the high technology fields. If one picks up most newspapers today you will find a large number of jobs there to call for people prepared as technicians.

Other efforts to expand the concept of vocational education includes the encouragement of joint vocational apprenticeship programs, development of sequential programs come the last 2 years of high school. Where we hurt in the Nation for advanced level people, you cannot do that in 2 years in either the secondary or postsecondary level—most of our European counterparts have 4-year intensive programs. We are encouraging the tying together the last two years of high school and community colleges to develop such a counterpart in this Nation. We have also given emphasis to encouragement of entrepreneurship programs.

The fifth difference of this bill seeks to provide the States some greater flexibility and reduce paperwork while strengthening the accountability for spending Federal dollars for the purposes. This bill calls for a single 3-year operational plan every 3 years. The current bill calls for an annual plan and a 5-year plan every year.

In addition, we have picked up on the NIE recommendation that the State and local plans become operational documents in which the State and local communities can outline their goals for achieving Federal purposes, and strategies for achieving those, can truly become an operational document.

We have eliminated the State planning council and assigned that role to the State advisory council in this draft.

The last point of the bill before you gives greater emphasis to serving out of school youths. We have sought to give it greater emphasis, while not deemphasizing secondary vocational education.

We have increased the set-aside in part of title 2 for the postsecondary adult program to 30 percent, and we have added a part (f) to get at the real growing need of adult training and retraining.

We found out that with a cutback in Federal funds for this field, and with the economic crunch, many school districts and community colleges have found themselves in, that they have had to cut back on keeping their labs open for serving adults. It is not unusual to find institutions with very long waiting lists but without dollars to employ the faculty after school and evening to serve a second shift of adults. It makes a lot of sense that we use these schools on a two-shift basis.

In summary, we believe that H.R. 4164 is a modified block grant to States to assist States and local eligible recipients to address their needs. It is a modified block grant in that it makes it possible for Federal dollars to be targeted to particular national purposes and gives the Congress the flexibility to drive up appropriations in areas where there are major needs that are of concern to them.

We have learned a lot in getting this far with the bill. We look forward to working with you to further refine it and improve it.

Thank you.

[Prepared statement of Gene Bottoms follows:]

PREPARED STATEMENT OF DR. GENE BOTTOMS, EXECUTIVE DIRECTOR, THE AMERICAN VOCATIONAL ASSOCIATION IN SUPPORT OF "THE VOCATIONAL TECHNICAL EDUCATION ACT OF 1983"

Mr. Chairman and members of the committee, it is a pleasure to be here today representing the membership of the American Vocational Association. We are pleased to have this opportunity to speak in support of H.R. 4164, the Vocational-Technical Education Act of 1983.

I would like to begin by commending you, Mr. Chairman, and Congressman William Goodling, the ranking Republican member of this committee, for jointly introducing this legislation. This bipartisan support is heartening to the thousands of vocational educators and other educational leaders who have worked together in developing this bill. It is our intention to continue to work with you and other Congressional leaders as you move through the critical process required to bring into being a new piece of vocational education legislation that will serve the needs of the nation's citizens for quality education for work during the coming decade.

Reauthorization of vocational education legislation will be among the most important legislative issues to come before the Congress this session. It comes at a time when America faces the greatest training and retraining task in our history. The pace of technological change in the workplace, the impact of automation, the pressures on American industry of increasing foreign competition in international markets and domestically, and the changing composition of our workforce all combine to bring this about. The need for easily accessible, high-quality vocational education and training responsive to the contemporary job market has never been more urgent. And the federal role in helping bring this about has never been more crucial.

The language in HR 4164 states that this is:

> "A bill to strengthen and expand the economic base of the Nation, develop human resources, reduce structural unemployment, increase productivity, and strengthen the Nation's defense capabilities by assisting the States to expand, improve, and update high-quality programs of vocational-technical education..."

That really is what a completely modern, fully adequate system of vocational education is all about.

Background to Development of the Vocational-Technical Education Act of 1983

To understand H.R. 4164 it is important for you to have information regarding the background of its development. Let me take just a moment to provide the committee with some background regarding how this piece of legislative was developed. It represents a joint endeavor of hundreds of concerned vocational educators, business and industry leaders and colleagues from other sectors of the educational community. The work on this bill, which you have before you today, was started by the American Vocational Association in 1979 with the establishment of 10 study teams. All teams were made up of a cross section of vocational educators and represen tatives of business, industry and labor. The teams studied the following topics:

- The basis for federal investment in vocational education
- Basic state grant programs
- Special populations
- Youth and adults

- Programs of state and national improvement
- Planning and evaluation
- Sex equity
- Financing voctaional education
- Administration of vocational education
- Consumer and homemaking education

Attention was given to the ways in which contemporary social, ecomomic, technological and educational changes might influence the future course of vocational education. Each team culminated its work with the preparation of a detailed report which quided the efforts of this association as it proceeded toward the drafting of a proposed bill. The team reports were synthesized and put together in one document, A National Agenda for Vocational Education, which in turn was reveiwed by many persons, groups and organizations. With information contained in these reports and the additional comments and recommendations they generated, leaders of the association then proceeded to develop a legislative framework which might be appropriate for addressing the needs identified.

In early 1983, our association joined together with the National Association of State Directors of Vocational Education and the American Association of Community and Junior Colleges to begin drafting an actual piece of legislation which might be adequate to focus the resources of the federal government on the national priorities which had come into focus during our three years of study. Throughout this year, these three organizations have worked closely together and have sought views and reactions from all other segments of the educational community. As work proceeded on the proposed draft, every effort was made to address the concerns raised by other groups and to resolve differences that emerged. The legislation that is now before you is the result of that work.

We are pleased to report that many of the major issues raised by other groups have been resolved. This bill represents, as closely as possible, a consensus view of what is required from the federal government to enable our nation's decentralized vocational education enterprise to continue to meet the ever expanding needs of our nation's citizens and the business and industrial community.

In our presentation today, we wish to highlight for you the major provisions of the law and explain why they are essential to the achievement of an educated workforce that is capable of carrying out the work that must be done to allow our nation to maintain a place of preeminence in the world market and assure the economic stability of our nation.

A HISTORICAL VIEW OF FEDERAL INVOLVEMENT IN VOCATIONAL EDUCATION

In order to understand the importance of the federal role in building vocational education, one must understand something of the history of federal legislation in this field. The Federal role in vocational education is unique, in that it was the federal government that sponsored and made possible our vocational education system through the historic Smith-Hughes Act of 1917. For more than sixty-five years, Federal grants-in-aid to the States have provided the financial stimulus -- and federal leadership through a whole succession of laws up to the present day has provided the initiative -- for continuous growth and improvement of vocational education programs.

Until the 1963 Act, federal vocational funds were earmarked for programs in a limited number of occupational fields. These came to include trades and industry, agriculture, home ecnomics, distribution, fisheries, practical nursing, and technical training through area vocational schools. Other categories of occupations -- notably including business and office occupations -- were excluded from the federally-supported vocational programs. Beginning in the mid-1950's, there was a growing concern in the Congress that the vocational programs thus funded were not adequate to the fast-changing labor market needs of the second half of this country.

This concern came to a head with the election of John F. Kennedy in 1960. Within weeks of his inauguration, he directed his Secretary of HEW to assemble a Panel of Consultants to study the needs of vocational education. This Panel included distinguished citizens from education, industry, labor, and agriculture, and was chaired by Chicago's Superintendent of

Schools, Dr. Benjamin Willis. They did a very through job over nearly a full two years, and their landmark report, Education for a Changing World of Work, established the basis for the 1963 Vocational Education Act.

The 1963 Act extended Federal assistance to vocational programs preparing for employment in all occupations not requiring a baccalaureate or higher college degree for entry. The Act provided a broad mandate to the States to set about expanding opportunities so that youth and adults could have access to programs along the lines urged by President Kennedy's Panel. And it increased authorizations for Federal funding to help make this possible.

The basic structure and purpose of the 1963 Act have survived to this day, although it was extensively amended in 1968 and again in 1976. The accomplishments have been remarkable, and when anybody tells you that federal programs don't accomplish intended results, have them look at vocational education.

In 1963, the total national expenditure for public vocational education was $284 million, of which $51 million was federal. Only 4 million students were enrolled in vocational programs, less than 1.5 million of whom were preparing for gainful employment in occupations other than agriculture. Only about 600 schools in the whole nation had vocational programs in five or more occupational field, and could thus be classified as "area vocational schools."

This year expenditures for public vocational education exceed $7 billion, of which $728 million is Federal funding under the 1963 Act -- an enormous increase even with inflation factored into it. Over 16 million persons are enrolled, with more than 6 million in postsecondary and adult programs. Some 20,000 public education institutions have vocational programs, and 9,000of these can be classified as "area vocational schools," with five or more vocational offerings including about 2,000 area vocational technical schools, 1,200 degree-granting community colleges and technical institutes and about 600 four-year colleges and universities which have one- and two-year vocational programs. This is a solid institutional base which we can utilize to meet the vocational education and training needs of the next two decades.

A PROPOSED FEDERAL ROLE FOR THE 80's AND 90's

The vocational programs we have in operation today are as diverse and sophisticated as the occupations in today's labor market. Enrollments in programs in such fields as the health professions, business and office occupations, electronics and communications, and other technical occupations have increased many times over since 1963.

Yet all the evidence of progress in vocational education, heartening as it is, tends to be misleading if not examined and weighed in terms of current needs. Labor market demands are changing so rapidly, and the impact of technology and automation on our industrial base has been so great, that vocational programs in many cases have not been able to adjust. Many programs are in need of being updated to reflect the impact of electronics, microcomputers and new information systems. Instructional programs in almost all occupational fields need new equipment -- a need most obvious and most urgent in technical occupations -- but they also need updated curricula and instructional staff whose knowledge and skills have been brought current with changes in the workplace. Further, many youth today are unable to take advantage of vocational education programs today because of severe educational deficiences. These disadvantaged youth lack the academic foundation and the employment skills necessary for entering and progressing in the workplace. Youth with special needs have been a focus of the vocational legislation. However, the amount of dollars provided to meet their needs for special assistance has been inadequate. The federal investment in these students comes to only $50 per disadvantaged individual contrasted to $625 per individual under the Elementary and Secondary Education Act.

At the same time, we have an urgent and growing need for training and retraining of adult workers who need new or improved skills to retain jobs, or find new jobs when old ones permanently disappear, and generally to help American industry stay competitive in both domestic and world markets. Some 2 million American workers right now are permanently displaced from jobs they held and the full impact of such factors as the use of robots has not yet been felt.

And as we discuss these needs that require further Federal assistance for vocational education, every member of Congress should be aware that they were not addressed by the Job Training Partnership Act, enacted last year. That is a continuation of the Manpower Development and Training Act programs, began in 1962 and continued through CETA in 1973, and like those programs, the JTPA is very narrowly aimed at the most disadvantaged of our youth and the most completely displaced and unemployed workers in our workforce. The vocational education and training needs of Americans are far, far more extensive than that. Moreover, the JTPA programs themselves -- and they are both desirable and necessary -- are largely dependent upon having a fully responsive vocational system in order to succeed.

H.R. 4164 is designed to ensure that we have such a system in place and easily accessible to all who need it. The central focus of this bill is the modernization of existing vocational programs and the design of new ones to meet current and emerging labor market needs, as well as, to serve individuals and populations within the workforce, or preparing to enter the workforce, who require special help to take full advantage of vocational opportunities. This focus is sharpened through program planning and accountability requirements calculated to increase accountability and tie the use of Federal funds by educational agencies and institutions directly to the stated purposes of the new Act.

These purposes are set forth in section 101 of the bill, and include:

(1) Designing programs of vocational education that prepare individuals for employment (including self employment) in the efforts current and projected labor market, through cooperation with the private sector of the economy to make these programs pertinent to the technology and practices of the workplace;

(2) Assisting the disadvantaged, the handicapped, individuals of limited English proficiency, minorities and women to take full advantage of vocational education and opportunities for employment.

(3) Improving the academic foundations of vocational students in mathematics, science, written and verbal communications, and the application of newer technologies (including the use of computers) in terms of employment or occupational goals;

(4) Building a capacity to train, retrain and upgrade employed and unemployed workers in new skills for which there is a demand in that state or employment market, with the help of employers;

(5) Assisting the most economically depressed communities of a state to raise employment and occupational competencies of their citizens.

Each of the purposes outlined in this introductory section of the act represent broad-based needs which have been identified by vocational educators across the country and through national studies. They are significant goals for federal legislation because they address national priorities which have been clearly established by this Congress and by this and previous Presidential administrations.

We would like to deal briefly with each prupose to explain what the need is, how federal legislation can help meet that need and why it is critical that it do so.

Modernizing Programs In Keeping with Employer Demands

Vocational education is more closely tied to workplace requirements and more profoundly affected by changes in these requirements than any other aspect of education. Its central mission--to prepare students for productive employment--cannot be realized if programs do not reflect the reality of actual work settings.

The implications for vocational education are quite clear. It must work closely with the private sector in the planning and delivery of programs. And all of its resources must be adequate to meet the needs identified through such cooperative efforts. This means, quite simply, that teachers must continually upgrade their own skills, curriculum must be reviewed and revised annually, equipment and other supplies must be replaced as technology advances and out-of-date programs must be closed and new programs started to prepare students for emerging occupations.

There is no greater need in vocational education today than the need for assistance in modernizing programs. During the process of developing legislation, AVA conducted a number of surveys of professionals regarding what their greatest needs were. Over and over the answer came back that they needed assistance in upgrading and modernizing their programs to keep them in tune with labor market needs.

Findings from a number of recent national studies on the quality of education have reflected this same concern for upgrading programs to keep them in tune with changing employment demands.

Federal support has played a major role through the years in keeping vocational education programs up-to-date. Information from the Vocational Education Data Survey (VEDS) conducted annually by the National Institute of Education reveals that the federal government provides approximately half of all funds available for new program development, 65 percent of the funds for curriculum development and almost half of all funds for teacher education (pre-service and in-service)--three of the major dimensions of program modernization.

New technology has accelerated the need for change in vocational education. There are few vocational areas that are untouched by the impact of computers, automation and other innovations. The problem we face is serious and has a ripple effect for many other segments of the economy.

Local agencies and institutions all over the nation need to develop new programs in emerging technologies and replace some programs with others which prepare students in areas where employment opportunities are greater. But the inadequacy of resources to keep up is preventing them from doing so.

Private sector employers are an invaluable source of information and support concerning program modernization. For that reason, this legislation places even stronger emphasis than in the past on working with the private sector.

But these partnerships, while they will assure that vocational educators have the information they need to modernize programs, cannot assure that the programs can stay up-to-date. The costs of modernization are immense and cannot be borne entirely by state and local tax dollars and by industry contributions. The focus on modernization in this legislation is critical for assuring the resources that will be needed to realize the identified needs for change.

Through the provisions of H.R. 4164, emphasis on modernization will assure that funds are allocated to bring about changes rather than simply to maintain the status quo.

Providing Extra Services to Special Populations

The 1976 amendments to the Vocational Education Act gave major impetus to the effort to enroll more disadvantaged, handicapped and other special population students in vocational education and to provide them with the extra support required to enable them to succeed. It also gave impetus to efforts to encourage enrollment of men and women in programs that had been non-traditional for their sex. H.R. 4164 would continue and expand this emphasis on special population groups.

While enormous strides have been made in increasing access of these groups to vocational education during the past decade, the job is far from complete. The focus of efforts to improve access to and success in vocational education for special population groups has been on mainstreaming. Vocational education believes that in order to succeed, special populations must have access to the same high quality vocational education instruction that is available to all other participants.

Yet to provide these students with the special services they require to succeed is far most costly than the normal expenditure per student. The services needed generally include counseling services, remedial instruction and job placement assistance, coupled often with the need for some kind of stipend to cover living expenses for participants while in school.

Vocational educators are strongly commited to providing special population groups with access to programs that are based on the same standards of excellence that are set for all other compenents of the educational enterprise. Equity cannot be achieved without this commitment to excellence.

To achieve this goal, vocational education programs must be able to cover the costs of the supplemental services required. This new legislation calls for the federal government to expand its assistance to meeting the unique educational needs of special populations.

Improving the Academic Foundation of Vocational Students

The inadequancy of math, science and other basic skills of secondary students has been the focus of a great deal of national attention recently. National efforts to address this concern must extend beyond the traditional approaches to instruction. Vocational education can be an effective means to help many students raise their technical literacy base through mastery of the priciples of math and science through application to a particular vocational skill.

Vocational educators have found that many students who could not learn physics or algebra as abstract concepts can understand them clearly when the principles are applied to the solution of a problem in a specific occupational area. As a result, many of our best programs are already incorporating the teaching of related math and science into their occupational programs. The result is a graduate with the capacity to use basic concepts to understand and adapt to changing technology.

It is critical that our nation proceed rapidly to remove artifical distinctions that have been made between the vocational education and academic curriculum that serve to preserve outdated sterotypes of each. The academic curriculum provides critical skills that are required to succeed in employment and the vocational education curriculum can teach valuable academic concepts that can be applied to all types of learning situations, both inside and outside of employment.

This purpose is already at the root of all good vocational education programs, but it is not always well understood by others. The incorporation of this purpose into new federal legislation will show clearly that the federal government supports the role that vocational education can play in providing not only the specific skils required to carry out a job but also the undergirding basic foundation that is essential to all future growth.

Meeting the Needs of Adults

Worker displacements, high levels of unemployment and rapid and pervasive changes in a wide range of occupational fields have proven the truism "Learning never ends" to be an irrefutable fact of American life. A major purpose of this new bill, with a separate authorization, is to encourage the development of special, flexibly designed programs for adult worker training and retraining and assistance to employers who need to conduct training programs.

Through this new authorization, vocational education would receive critically needed assistance in addressing one of the most urgent vocational and economic needs facing our nation.

There is a widely-held belief that the private sector can conduct most of the training and retraining required to keep the adult workforce up-to-date. The fact is that the overwhelming majority of the nation's employers neitherwant nor can afford to do all the training and retraining they require. They must depend on vocational education programs as a source of support in conducting the training that must be done.

This bill would provide an infusion of resources into vocational education for the specific purpose of carrying out adult training programs. These resources would be used to respond to the growing needs resulting from economic development, reindustrialization, worker displacement, the entry of displaced homemakers into the workforce and training needs required because of technological advances in existing industries.

Assisting Economically Depressed Communities

Studies show that many of the communities in our nation with the greatest need for vocational education programs to train or retrain citizens for work have the least capacity to prepare people for employment. Many industries have moved out of large urban areas, leaving in their wake large numbers of unemployed workers with very specialized skills that cannot be transferred to another job. These workers are joined by large numbers of unemployed youth who have no skills and no means of obtaining them. Rural communities face similar problems. Many have lost much of their economic base as a result of changing technologies in agriculture.

These communities must be able to retrain their citizens if they are to revitalize their economy. This bill will enable vocational education programs to direct a larger portion of their resources to economically depressed communities so that they can expand their capacity to meet the critical needs of their citizenry.

SUMMARY OF VOCATIONAL-TECHNICAL EDUCATION ACT OF 1983 (H.R. 4164)

H.R. 4164 would intensify the Federal effort to help vocational educators modernize, upgrade and expand vocational education programs to thier full potential for serving contemporary personal and economic needs -- a task which commands the dedicated commitment of many thousands of men and women who are among the best of our fellow citizens engaged in the vital missions of education, but a task they cannot accomplish without renewed and increased support and encouragement from all the rest of us.

STRUCTURE OF H.R. 4164

This bill has been so designed that federal dollars can be more closely connected to the national purposes. H.R. 4164 represents a modified block grant. Congress is given the flexibility to appropriate more or less dollars for a given purpose. This is in contrast to the current setaside provisions which require that a set amount go to specific activities. This enables the federal government and Congress to be more responsive to areas of greatest needs.

This bill is structured around four titles, with the actual program authorizations spelled out in title II ("State Programs") and III ("National Programs"). These two titles represent a continuation of the programs authorized by the 1963 Act with revisions and additions reflecting a current assessment of national needs and priorities. It should be noted at this point that sections 202 (in Part A of title II), which outlines the uses of funds under the basic state grant, authorizes the use of the basic grant for the entire range of programs and activities encompassed by the bill (with the exception of consumer and homemaking programs authorized by part B of title II), including those kinds of programs that have additional authorizations in other parts of title II. Thus, the basic state grant would suffice to carry out the entire design of this Act -- except for consumer and homemaking education and the national programs -- should one or more of the additional authorizations not be funded or not be funded adequately. There is a reason for this design that is important to understand in the process of weighing the merits of the bill.

The programs authorized by parts C, D, E and F are vital elements of a total and comprehensive plan to meet our vocational education needs, and each represents an area where Congress might well choose to concentrate additional funding beyond that available through the basic state grants authorized by part A of title II.

Part C authorizes a program of comprehensive career guidance and counseling which is fundamental to sound vocational planning for both youth and adults.

Part D authorizes an industry-education partnership arrangement for training in high technology occupations which would provide a new thrust of efforts to keep American technological capabilities ahead of all competitors and fully adequate to the needs of modern manufacturing industries.

Part E authorizes a wide spectrum of vocational programs and services for youth with special needs including -- the disadvantaged, handicapped, limited English-speaking, teenage parents and youth who need special assistance to pursue educational programs in non-traditional areas -- and replaces the more limited separate authorizations for the disadvantaged and limited English-speaking in the existing Act.

Part F authorizes special, flexibly designed programs for adult worker training and retraining, as well as, assitance for employers who need to conduct training programs, thus addressing one of the most urgent vocational and economic needs -- a need which will intensify in the years ahead. These additional authorizations are aimed at fundamental problems in vocational-technical education for youth and adults, and they provide a much-needed flexibility in the Act for Congress to assess national priorities in this field and use the appropriations process to concentrate funds accordingly. They are in no way intended to imply that the basic state grant should not be used for such purposes -- in fact, the basic grant is required to be used for the handicapped, disadvantaged, (including limited English-speaking persons), women and for postsecondary and adult programs.

Title III continues authorization for key programs such as vocational education data systems, occupational information systems, and the National Center for Research in Vocational Education. It revises the existing National Advisory Council on Vocational Education (renamed "President's Council on Vocational-Technical Education") to give majority membership to private section representatives of business, industry, agriculture and labor and to direct its attention to the broader needs of occupational preparation as opposed to the detailed administration of the federal legislation.

Two promising new national programs would be authorized. Section 306 provides for a cooperative program between vocational education and a consortia of employers, or of labor organizations, operating in more than one state and providing work-site skill development, perferably in projects having a public benefit. Section 307 authorizes a variety of program improvement activities conducted by the Secretary, including one of special-purpose research institutes established to take advantage of special vocational education research talents in universities.

The remaining two titles provide the administrative structure and detail for the operative programs. Title I contains the overall statements of purposes, appropriations authorizations and state allocation formulas, and basic requirements for receipt of allotments. Title IV contains general administrative provisions relating to state administrative responsibilities (including the establishment and cooperation with a state advisory council), application for assistance, planning and evaluation functions, federal administrative responsibilities, and definitions of terms used in the Act.

MAJOR ADMINISTRATIVE PROVISIONS FOR ADDRESSING NATIONAL PRIORITIES

The administrative structure of the bill makes changes in the existing Act based upon experience with its operation and the exhaustive study of such operation funded by the National Institute of Education at the direction of Congress.

More Flexibility in Planning

Among the most important of these is to require planning at the local and institutional level, as well as, by the state, for the use of federal funds, and to relate those uses to the stated purposes of the Act. This reflects a key recommendation of the NIE study and is intended to increase accountability for the use of federal funds, and for their results. It recognizes that the most meaningful program planning in vocational education is done by local school districts and postsecondary institutions, and requires that they show how federal funds will be used to expand and improve those programs and services in accordance with the intent of the Act.

However, it greatly simplifies the process and is set up to assure that plans are in fact operational plans that guide the delivery of local programs. Funding for local programs will be based on plans specifiying the federal purposes to be addressed.

In this bill, the state planning council has been eliminated and its role has been assigned to the state advisory council (Sec. 402). Paperwork has been reduced by requiring only a three-year plan in contrast to the five-year plans and annual reviews required in the current legislation (Sec. 411). Requirements regarding the reporting of follow-up data on program completers have been simplified by allowing fund recipients to provide information based on statistically valid samples as opposed to obtaining and reporting follow-up information on every person (Sec. 422).

States are given greater flexibility in determining the distribution of federal dollars to meet federal purposes and the criteria for approving local plans.

Separate Authorizations for Youth with Special Needs

H.R. 4164 provides a mechanism for Congress to allocate increased expenditures for special population youth if it so chooses while assuring that expenditures will not drop below their level during the last fiscal year of the current legislation.

The new separate authorization for additional programs to serve special populations makes it possible for Congress to appropriate more funds directly to youth with special needs than can be done under the current setasides in the basic state grant. However, if Congress fails to appropriate funds at a level equal to the amount expended by states the last fiscal year of the existing legislation, states must allocate funds from their basic state grant to at least equal that level. Thus, provisions are made to assure that funding does not go down while making it possible for it to grow substantially.

Funding for programs for special population youth is also one of three exceptions in the law where funds can be used to maintain, as well as, expand or improve programs.

The emphasis on modernization of vocational education programs in this legislation also accrues benefits for special population youth. Because of the emphasis on mainstreaming, improvements in the overall quality of programs serve to assure that special population youth will have access to programs of high quality.

This bill rewards states for serving special population youth in mainstream programs by allocating 100 percent reimbursement for the extra services required for youth who are served through these programs. Support for separate programs for special population youth will require a 50/50 match of state to federal funds. This provision is in direct response to recommendations contained in the NIE study.

Through all these provisions in the legislation, it should be possible to raise the level of support per special population student beyond its present level.

Increased Private Sector Involvement in Vocational Education

There is overwhelming evidence to show that where the private sector is involved, vocational education programs are better. This bill attempts at every appropriate point to forge closer ties between vocational education and private sector employers to ensure that programs are kept up-to-date and fully attuned to labor market needs.

Planning and conducting these programs must be done in cooperation with advisory councils having a majority of membership from the private sector. They are also to participate in the evaluation of vocational education programs, required for each vocational program once every five years (Sec. 422).

At the same time, the bill removes from the existing Act much of the detailed procedural direction and leaves it to states, local and institutional personnel, in cooperation with designated advisory groups, to determine how best to go about achieving the purpose of the Act. We are commited to this involvement because vocational educators know that the involvement of significant persons from the private sector can make a difference in the quality of programs.

Broader Concept of Vocational Education

The purposes of vocational education as defined in this law broaden the generally accepted view of vocational education. One of the purposes of the new legislation would be to assist students in acquiring the appropriate applied math, science and communication skills needed to progress in the world of work. The emphasis on advanced level preparation through programs extending from the last two years of high school through two years of postsecondary education represent an additional dimension ot vocational education. The bill's focus on preparing students for high technology careers represents a third type of expansion of the scope of vocational education as it has been viewed historically.

Other new elements in the legislation include closer ties with apprenticeship programs, increased involvements in teaching entrepreneurship skills and the use of funds for training employers and manager in areas that will lead to improved productivity.

Emphasis on Postsecondary and Adult Programs

This bill seeks to give more emphasis to postsecondary and adult programs without taking away from the emphasis on secondary programs. The bill calls for at least 30 percent of the basic state grant to go to postsecondary and adult programs. Representatives of postsecondary programs are giving an equal representation on the state advisory council as well.

Coordination with Job Training Partnership Legislation

This bill is designed to utilize and compliment programs funded under the Job Training Partnership Act, so that we have a coordinated federal attack on these problems, without overlapping and duplication of effort. Thus, this bill builds upon the progress made over the past two decades with the help of the 1963 Act, as amended.

MAJOR ISSUES

Any proposal for a major overhaul of federal legislation as important as the Vocational Education Act is bound to raise critical issues. This bill is no exception. But the issues if does raise can be discussed fairly and constructively only if the provisions of the bill are understood and accurately represented.

Special Population Provisions

One very critical issue is the treatment of individuals and groups who need special help in order to gain access to or benefit fully from vocational education. The existing Act treats this problem by requiring that 10 percent of the basic state grant be spent for special programs for handicapped persons and 20 percent for special programs for the disadvantaged (defined to include limited English-speaking persons), in addition to providing separate authorizations for programs for the disadvantaged and for bilingual vocational education. Also, each state must use at least $50,000 of its grant for full-time staff to provide leadership to efforts to assure equal treatment of the sexes in vocational programs and services.

H.R. 4164 replaces percentage "setasides" for handicapped and disadvantaged in the basic grant with a separate authorization for programs for the full range of "special needs" populations. To assure that funding does not drop should Congress fail to appropriate an adequate level of funds under this title, the bill also establishes an expenditure floor equal to the level of funding provided during the last year under the current legislation. It retains the sex equity provisions of the existing bill with little change. Thus, the purpose of providing equal access to vocational education for all who need it would remain a central purpose of the new Act if this bill became law.

There is, however, some movement away from percentage "setasides" for these purposes which have proven administratively troublesome in some respects. The bill also retains the direction in existing law to weight distribution of federal funds within each State to provide more assistance for areas with heavy concentrations of disadvantaged persons or those least able economically to provide high-quality vocational education programs.

In addition, this bill recognizes that vocational education training and retraining often can play a crucial role in the economic revitalization of depressed areas, and makes this one of the basic purposes for the use of federal funds. So, while the merits of how best to accomplish these ends through provisions of federal law can and should be debated and resolved, it cannot fairly be said that this bill does not squarely address such issues.

Role of Private Sector

Another issue brought into sharp focus by the Job Training Partnership Act is the proper role of private employers in shaping vocational education programs. This bill gives them a key role in planning programs and in evaluating their effectiveness, but it stops short of assigning the kind of administrative and operational responsibilities they have in JTPA through the private industry councils (PICS).

We believe this is a sound approach, because we are dealing with two very different kinds of programs. JTPA established a mechanism for determining the services needed by those eligible to participate and for then picking and choosing among a variety of public agencies and private employers those who would provide those services. The "PIC" is an appropriate instrument for doing that kind of job; it is not a provider of services but an arranger or broker for services. The vocational component of public education *is* a provider of services (including many of those provided under JTPA).

The whole purpose of the Vocational Education Act is to strengthen public vocational education and improve, expand and extend the kind of programs it is able to provide. While the help, advice and participation of private business and industry is urgently needed to do this job, there is no need for it to assume administrative responsibilities that already are well established and vested in boards of education and college trustees. In fact, that would be a highly disruptive intervention by federal law to displace established responsibility for an on-going public program almost entirely financed by non-federal funds.

Distribution of Funds

There are other important issues that may be raised, but the remaining one that seems important enough to deal with at least the outset concerns the means for determining the distribution of federal vocational funds within each state. We are not proposing, as some have recommended, a formula that would scatter all of the funds among all eligible recipients in a state on some federally predetermined basis.

National issues such as improved productivity, vocational education programs for students with special needs and modernization of programs have a different impact from state to state. The magnitude of needs is so varied and complex that they can best be described through each state's plan. We are therfore proposing that each state shall in its plan outline:

1. The procedures to be used to address national issues; and,
2. The criteria to be used in distributing funds to eligible recipients while addressing national issues.

The rationale for distributing funds according to criteria established by each state is as follows:

- Federal funds will thus be used to the maximum extent to compliment state and local funds in addressing identified national, state and local needs.
- Federal dollars will be linked to national purposes.
- Flexibility will be enhanced as states need varying degrees of federal assistance depending upon the issue or priority in question.
- States will be accountable through their state plan.

There are only three exceptions where the bill does establish a formula for the distribution of funds. One is the procedure previously outlined for allocating funds for special population youth. The second is the requirement regarding the distribution of more funds to economically depressed communities. The third is a required thirty percent setaside for postsecondary and adult programs in the basic state grant.

This approach allows states maximum flexibility while still requiring accountability and assuring that funds will be spent only to address national priorities.

SUMMARY

A great deal of thought, effort and work has gone into the preparation of this bill. It represents a constructive effort to take a hard look at the issues and problems facing the nation's vocational education enterprise and to outline how these concerns might be addressed through federal legislation.

It is not a bill that would maintain the status quo. It is one that would allow the federal government to work with vocational education programs throughout the nation to move them forward in areas of critical natinal concern.

There will be detailed deliberations regarding all the aspects of this bill, and we welcome the opportunity to be involved in these deliberations. Vocational educators nationwide and those who depend upon their programs and services -- students, workers and employers alike -- have a vital interest in the passage of legislation that will enable these programs to remain responsive to the needs of the country in the decades ahead.

ATTACHMENT A

ANALYSIS OF SELECTED ISSUES IN VOCATIONAL EDUCATION LEGISLATION

Issue	Current Law PL 94-482	H. R. - 4164
Role of Federal Funds (Purpose)	To assist states to improve planning in use of all funds available and to involve a wide range of agencies and individuals to extend, expand, and maintain vocational education. Funds are available to: - conduct authorized programs - overcome sex discrimination - develop new programs - provide part time employment for needy youth.	To assist states to expand, improve, and intensify existing vocational-technical education programs and to develop new programs as needed. Funds are available to: - conduct authorized programs - train, retrain and upgrade adults - prepare individuals for employment - assist the disadvantaged and handicapped - improve academic foundations of vocational students - assist economically depressed areas
Planning	Requires a five-year plan and an annual program plan and accountability report. Characteristics of the planning process are:	Requires a three (3) year state and local plan with a progress report every two years. Characteristics of the planning process are:

Issue	Current Law PL 94-482	H. R. - 4164
	- States required to set up a separate Planning Council - membership specified - Meetings of Planning Council, agenda and process specified - Assessments, data, processes and procedures specific in law with states making little determination Local plans are not called for in current Act.	- The State Advisory Council will assist the State Board to do the planning -- a separate planning group is not established -- The membership of the State Advisory Council is specified as majority private sector and equally balanced from education. - Procedures and processes are established at the state level to assess the needs, allocate the funds where needed and describe the changes to be made to accomplish goals. - Local planning is the basis for program improvement. - More flexible in the planning process with the Federal law calling for plans to achieve goals.
Authorization Levels	FY 75 authorization level is approximately $1.7 billion under the GEPA provision to extend.	FY 75 authorization level is approximately $1.5 billion when all programs are combined.
Provisions for Disadvantaged and Handicapped	20% of basic state grants set-a-side for disadvantaged 10% of basic state grant set-a-side for handicapped	Requires a floor to be established for funding disadvantaged and handicapped at no less than current level. (30% of

Issue	Current Law PL 94-482	H. R. - 4164
	Separate authorization for special disadvantaged -- currently funded at $14.3 million level.	basic state grant) Also, establishes a new national initiative to authorize extra services for special population youth in vocational education. Emphasis required through the planning process in the use of all funds in the Act.
Services for Special Population Youth	Special population youth eligible for services in the basic state grant -- also included as eligible in the 30% set-a-side for disadvantaged and handicapped. In addition, youth are eligible for services under a separate authorization for special programs for disadvantaged. Current funding level is $14.3 million.	Funds in the state grants title are available for special population youth based upon state assessed needs and planning. Part E of the state grants authorizes a new national initiative to serve youth with special needs. This part holds current services harmless and expands the services available to special population youth.
Sex Equity Provisions	Provides $50,000 to each state to employ sex equity coordinators and seek to eliminate sex discrimination through programs and activities in the state. Language throughout the Act emphasizes as a purpose.	Picks up the same provision as current law: - Provides $50,000 to each state to employ a sex equity coordinator - Provides emphasis throughout law on equal access and programs and activities to eliminate sex discrimination.

Issue	Current Law PL 94-482	H. R. 4164
Post Secondary and Adult Vocational-Technical Education	Provides for 15% of basic state grant to be used for post secondary and adult education.	Provides for a minimum of 30% of the basic state grant to be used for post secondary and adult vocational-technical education.
	Adults are eligible for services in all components of the Act and the determination of programs and activities rest with the state plan.	Authorizes a new part to fund adult training, retraining and employment development. Part F is designed to assist vocational-technical education institutions to serve adults as a part of the community economic growth and development.
		Emphasis throughout the bill on increasing services to adults without decreasing services through secondary programs.
Private Sector Involvement	A representative of the State Job Training Coordinating Council to serve on the State Advisory Council.	A majority of the advisory councils at the state and local level come from the private sector.
	Review and comment on reports from other agencies called for.	The private sector to assist with planning programs at the state and local level.

Issue	Current Law PL 94-482	H. R. - 4164
	Surveys required to determine employer satisfaction with vocational education graduates.	The private sector to assist with evaluating programs and program completers. The two new components of the bill Part E and Part F which provide services to special population youth and also focus on adults have sections designed to increase coordination with the private sector through the administrative structure of the Job Training Partnership Act.
Evaluation	Requires Federal and state evaluation. Criteria is based upon extent to which program completer or leavers. - Find employment related to their training, and, - Are considered by their employers to be well-trained and prepared for employment.	Requires state and local evaluation by teams which include individuals engaged in the type of work for which students are being prepared. The evaluation includes program factors such as, Planning and Content of Program, Curricula, Qualification of Teachers, Counselors, etc, Effect of Program on Graduates and Relevance of Program to Labor Market Needs. The state plan calls for data related to program outcomes in terms of the

Issue	Current Law PL 94-482	H. R. - 4164
		extent to which program completers, find employment in occupations for which skills were acquired, demonstrate knowledge and skills common to vocational programs and are considered well-trained and prepared by employers.
Bilingual Vocational Training	Authorizes a subpart for the Secretary of Education to fund discretionary grants to local and state education agencies and institutions and non-profit organizations. These grants are awarded to provide 100% of the cost of training programs, instructor training development of material and training allowances. The current funding level is approximately $4 million and the program is administered outside the Office of Vocational and Adult Education in the Secretary's office.	Provides a new national initiative to fund state programs for special population youth. Limited English proficiency youth are included as eligible recipients for these funds. Bilingual instruction in vocational education is authorized. This new component takes the concepts learned through national discretionary programs and allows states to provide programs for limited English-speaking youth.
State and Local Advisory Councils on Vocational Education	Mandates a state council and calls for local councils. The State Council is appointed by the Governor of the State Board of Education (when elected). Membership on the State Council is representative of all segments of education, service deliveries, and special interest groups. The	Mandates state and local advisory councils. The State Council is appointed (as in existing laws) by the Governor or the State Board of Education (when elected). Membership on state and local councils comes primarily from the private sector. The

Issue	Current Law PL 94-482	H. R. - 4164
	purpose of the State Council is to advise. Local councils are appointed by local recipients of funds to advise them.	state and local councils assist with the planning process and help evaluate the effectiveness of the programs.
National Advisory Council on Vocational Education	Appointed by the President, the 21-member council represents labor, management, vocational education and special interest groups. The function is to advise the President, Congress, and the Secretary regarding vocational education and to make such studies and reports as necessary to formulate recommendations.	This bill would rename the Council and call it the President's Council on Vocational-Technical Education. The membership would be limited to 15 individuals the majority of which comes from the private sector of the economy. The functions of the National Council would be to assess the occupational needs of the nation, encourage cooperative industry-education efforts, and evaluate the needs of vocational-technical education and recommend to the President, Congress and the Secretary appropriates policies.
National Programs	Authorizes 5% of the basic state grant to conduct national data systems, fund programs of national significance, personnel development activities, and contract for a National Center for Research in Vocational Education.	Maintains this provision but makes revisions to strengthen the national program improvement effort. The bill provides that 5% of the basic state grant will fund national program improvement efforts. The National Programs (Title III) include the continua-

Issue	Current Law PL 94-482	H. R. - 4164
		tion of the Vocational Education Data System (VEDS), the State and National Occupational Information Data Systems (SOICS and NAICS). Also, the National Center for Research in Vocational Education is established and an Advisory Committee is established to assist the Secretary with National Program Improvement efforts. In addition, two (2) new activities are authorized. - Independent institutes to conduct research and leadership development activities, and - A new cooperative employer-Education Demonstration Program designed to facilitate employer involvement in training and placement of vocational students.

Mr. KILDEE [presiding]. Thank you very much. I have enjoyed working with you through the years on vocational education. I am very happy to hear your testimony this morning.

Our next witness is Dr. Dale Parnell, president of the American Association of Community and Junior Colleges.

STATEMENT OF DALE PARNELL, PRESIDENT, AMERICAN ASSOCIATION OF COMMUNITY AND JUNIOR COLLEGES

Mr. PARNELL. Mr. Chairman, Mr. Packard, Mr. Gunderson, the community technical and junior colleges of the Nation are grateful to you and your committee for the introduction of H.R. 4164 as a vehicle to help crystalize the concepts and reforms on which the contemporary vocational technical programs are being built. The fact that representatives of the American Association of Community and Junior Colleges, the Association of Community College Trustees, the American Vocational Association, and the State Directors of Vocational Education are united here today sitting shoulder to shoulder, is testimony to you that we are serious about this business of doing it together. That is a new day in vocational technical education. Even the word technical in the title would give some clues as to the new directions.

Community colleges approach the reauthorization soberly because we deeply respect the contribution of the Vocational Education Act to our country. It stands as one of the more important Federal acts in the history of American education. One of the personal payoffs for me is to go to a community college graduation ceremony and watch the individual walk across that stage and receive that diploma or certificate and see the changes that are made in their lives and to know that the work that you have done would help those individuals make a difference for themselves and for our country.

It is this respect for what has been accomplished through the VEA that has shaped our approach for the reauthorization for 1983. We readily admit that had we gone our own way to draft the proposals that you see in H.R. 4164, it would be a different bill. Yet the course we chose was that of working toward a consensus with the larger vocational technical community.

We particularly want to be supportive of our friends in the secondary schools. We began 2 years ago to build new linkages with both the employer community and the American Vocational Association, knowing, among other reasons that the reauthorizing of VEA can provide vital initiatives to help our country better cope with the challenges of increased productivity, spiraling technology, and the tremendous need for adult work or training and retraining.

So we appear before you today to support H.R. 4164. We view it as a well-balanced and forward-looking approach to meet priority national concerns.

Our colleges now serve some 40 percent of all students seeking college degrees of all kinds. We now enroll a stunning 60 percent of all freshmen and sophmores in all the colleges in the Nation. I know of the more than 9½ million students taking classes at our colleges in this fall term of 1983, nearly two-thirds of them are pursuing one or more vocational technical courses or programs.

Now, some 20 years ago, when there was great work on vocational education, in 1963, there were less than 1 million students in the 2 year colleges of the country. So over that 20 year period, great changes have happened, and part of those changes really have been motivated by the Vocational Education Act.

Community colleges vigorously support the thrust of part (d) and part (f) as innovative concepts deserved to be tested and we urge this committee to at least double the funding authorization for part (d) from the authorization of $50 million to at least $100 million or more. The new jobs developing in industry just deserve higher priority for Federal support and State programing.

The willingness of industry to pay the first 25 percent of the training costs amounts for you to the best insurance that the public interest could expect and the fact that trainees will get real jobs, jobs that in most instances will be on the cutting edge of our competitive atmosphere.

I think the major question before us today is this question that all of us are facing: Can the Vocational Technical Act of 1983 be redirected to better serve that great host of working men and women increasingly faced with a great restructuring in jobs and a restructuring in the nature of work?

Some people ask me, isn't the Job Training Partnership Act sufficient? And I contend that only serves probably less than 10 percent of the spectrum of our population.

Others ask, is not the higher education program sufficient to do that job? I contend that that only serves 15 to 10 percent of another end of the spectrum. And you have the great host of Americans that sit in the middle—what are we doing for them? And I think that is a fundamental question before us today as we talk about reauthorization of vocational and technical education. That is where this act comes from.

Summing up, Mr. Chairman, there is a compelling national interest in vocational and technical education. The economic health, stability of our Nation requires a well trained and a highly competitive work force. The programs that the Congress supports in this legislation can and should go a long way toward addressing these needs.

Thank you.

[Prepared statement of Dale Parnell follows:]

PREPARED STATEMENT OF DR. DALE PARNELL, PRESIDENT, AMERICAN ASSOCIATION OF COMMUNITY AND JUNIOR COLLEGES

Mr. Chairman, the community, technical, and junior colleges of the nation are grateful to you and your Committee for the introduction of H.R. 4164 as a vehicle to help crystallize the concepts and reforms on which the contemporary vocational-technical progams are being built. The fact that representatives of the American Association of Community and Junior Colleges (AACJC) and the Association of Community College Trustees (ACCT), the American Vocational Association (AVA), and the State Directors of Vocational Education are united here today in our testimony is witness to the fact of a new day in vocational-technical education.

Through your reauthorization initiatives, this Act could well become—and in our judgment, ought to become—a framework for filling what we in the community colleges and AACJC/ACCT's Joint Commission on Federal Relations regard as the missing link in federal economic policy—namely, a cohesive national strategy for developing our nation's human resources.

Insufficient attention to the human resources has been, in our view, a major influence in the wild swing between stagflation and inflation that have hampered the American economy in the past decades. There is a stark irony in the dual hardship that we commonly identify as the "skills gap"—simultaneous high unemployment and skilled worker shortages. Even as they weaken our global leadership in technology and trade, severe shortages of skilled workers also feed inflation.

Community colleges approach the reauthorization soberly, because we deeply respect the contributions the Vocational Education Act has made to our country. It stands as one of the more important federal acts in the history of American education.

It has helped countless young Americans prepare for a productive career, for a life of work, in the homes, the plants, and the offices that shape our way of life. It is an illustrious example of a federal, state, and local partnership in which every federal dollar has been matched tenfold by the States to help schools and colleges serve the students who require skill training. We believe that the truly liberated life begins with a saleable skill. Vocational education has made a significant contribution to the lives of millions of Americans.

It is this respect for what has been accomplished through the VEA that has shaped our approach to this reauthorization of 1983. We readily admit that had we gone our own way to draft the proposals you see in H.R. 4164, it would be a different bill. Yet the course we chose was that of working toward concensus with the large vocational-technical community. We particularly want to be supportive of our friends in the secondary schools. We began two years ago to build new linkages with both the employer community and the American Vocational Assocation, knowing, among other reasons, that the reauthorization of VEA can provide vital initiatives to help our country better cope with the challenges of increased productivity, spiraling technology, and the tremendous need for adult worker training and retraining.

We appear before you today to support H.R. 4164. We view it as a well balanced and forward looking approach to meet some priority national concerns.

We have been working closely with AVA for more than a year, working along the way with other educational groups in an effort to achieve a concensus on reauthorization proposals. The two Associations, AVA and AACJC, shared the counsel of a loyal veteran of your Committee operations, Charles Radcliffe, in helping us achieve this consensus.

The demand for vocational-technical education has continued to shift steadily toward serving adults since the last reenactment of VEA, and this reality is addressed in this bill, even though not as strongly as we would like. The 30 percent floor that H.R. 4164 mandates must be spent on serving the adult population. It also is underscored again in the construction of Parts D and F of Title II.

Community, technical, and junior colleges now serve some 40 percent of all students seeking college degrees of all kinds. We enroll 60 percent of all people who are starting college. And of the more than 9.5 million students taking classes at community colleges in 1983, nearly two-thirds are pursuing one or more vocational-technical courses. Some twenty years ago in 1963, there were less than one million students in the two-year colleges of the country.

Commnity colleges vigorously support the thrusts of Part D and Part F as innovative concepts that deserve to be tested. We urge this Committee to at least double the funding authorization for Part D, from $50 million to $100 million. The new jobs developing in industry deserve high priority for public federal and state programing. The willingness of industry to pay the first 25 percent of the training costs amounts to the best insurance that the public interest could expect on the trainees going into real jobs—jobs that in most instances will be on the cutting edge of global competition in the emerging technology.

As we look at the agonizing national problem of worker displacements, we suggest that Part D might even provide a differential for a protected age group: that is, industry's share of the training cost could be scaled back to say fifteen cents on the dollar for trainees who are 40 years of age or older. We believe Parts D and F give you some exciting new opportunities to help meet the needs of the adult workers. The Jobs Training Partnership Act (JIPA) meets the needs of less than 10 percent of the work force on one end of the scale. The student financial aid programs of the Higher Education Act meet the needs of about 20 percent of the population on another end of the scale. A major question before you today is, "Can the Vocational-Technical Education Act of 1983 be redirected to better serve that great host of working men and women who are increasingly faced with a great restructuring in jobs and the nature of work?"

Dr. Brent Johnson, Secretary of Employment and Training for the State of Maryland, recently pointed out to the Public Interest Groups of Washington (D.C.) that the Job Training Partnership Act barely scratches the surface in meeting the adult demand for training and retraining. He observes that if Maryland's total allocation of $48 million from JTPA were devoted entirely to training costs—with no allowance for administration or coordination—and were it programmed at $3,000 per year for each trainee, it would help some 16,000 applicants. Maryland currently has some 40,000 jobless on its unemployment compensation rolls, a figure that represents only a fraction of the overall training demand.

Much of the brunt of this demand is falling on the community colleges across the country. The "open door" that we have long prided ourselves on is being closed in many community colleges by funding shortfalls that make it impossible for the colleges to offer courses sufficient to accommodate the demand.

Waiting lists for technical courses are turning up in community, technical, and junior colleges all across the country, and the lists are growing. Ironically, many of the applicants on the waiting lists already have higher college degrees. Now they are seeking occupational programs that they hope will give them a marketable skill. In many cases, we have turned a two-year program into six-year program. In Illinois, for example, students with senior college or graduate degrees last year constituted some 15 percent of the total statewide community college enrollment.

In the State of Washington, untold thousands of students wanting technical courses are locked out of the community colleges by enrollment caps. The Spokane Community College District, for example, is operating in the current academic year under an enrollment cap of 11,473 FTE. Of the 7,200 applicants seeking admission this fall to one Spokane, campus, 6,000 wanted occupational and technical courses, but only 2,500 could be admitted. Spokane has two- and three-year waiting lists for a variety of technical courses.

Many districts are feeling this squeeze. In the Los Rios Community College District, American River College in Sacramento has a host of courses oversubscribed this fall. It could make places in its data processing series for only 2,000 of the 3,490 applicants, and in office administration/word processing for just 1,445 of the 1,752 applicants. More surprising, the outcry for improved general education has generated a demand for basic communications that American River currently cannot fill. The College could admit only 5,105 of its 6,830 applicants for the basic communication series. In addition, both its business courses and the math/engineering series are heavily oversubscribed.

Many community, technical, and junior colleges also find themselves unable to meet the demand for various courses because they lack sufficient faculty and adequate equipment. A recent Oregon inventory showed a backlog of $43 million in equipment replacement needs in the school system—more than half of it in the community colleges. Oregon also reports new faculty needed to handle additional enrollment in seven fields of technology: engineering technology, electronics, data processing, computer software technology, computer repair, word processing, and nursing.

Our colleges simply do not have the capital to support the start-up costs for new technical training programs. The community colleges are colleges in the nation's service—in defense, in economic development, and in such diverse and rapidly changing fields as communications and the health sciences. As an example, where would the hospital industry be without the associate degree nurse? It simply makes no sense in the national interest for the doors to our high-tech programs to be closed to growing numbers of applicants, when they produce the specfic skills required to increase national productivity.

On this point, we commend the sponsors of H.R. 4164 for proposing a funding level for this bill that is reasonably consistent with the initiatives the bill would undertake. If we are going to keep the country in the forefront of global competition, we must pay the price.

Of course, there is much going on outside of government. Our linkages with the employer community have now taken the form of a joint AACJC-ACCT initiative, generally referred to as our "Putting America Back to Work" Project. It combines the several programs that the two Associations have been building to promote increased community college cooperation with industry, labor, government, and small business, and to enlarge our grassroots partnerships with employers.

The "employer specific" programs offered in community colleges have mushroomed dramatically in the past decade. Such programs literally number in the thousands now, making the community, technical, and junior colleges perhaps the largest delivery network of adult skill training outside industry itself.

Growing out of the Business Industry Community College Coalition (BICCC) that ACCT launched two years ago, chaired by Wilfred (Bud) McMahon, Vice President of Corning Glass Works, many community colleges have been building their own local Business-Labor-Industry Councils, or BLIC's, to tap the guidance of employers, labor, and civic leaders.

Mr. McMahon now chairs the new task force that leads the "Putting America Back to Work" Project—a board of training-minded leaders from industry, labor, government, and education. Attached to our testimony is our concept paper formulated at the start of the project, that we hope you will make part of the hearing record.

Summing up, Mr. Chairman, there is compelling national interest in vocational and technical education. The economic health and stability of our nation requires a well-trained and highly competitive work force. The programs that the Congress supports in this legislation can and should go a long way toward addressing these needs.

PUTTING AMERICA BACK TO WORK

A CONCEPT PAPER

Developed by the
American Association of Community
and Junior Colleges

in cooperation with the
Association of Community College Trustees

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March 26, 1982

A Compelling National Interest

How can we evaluate a good society; by our cars, our refrigerators, our computers? History will gauge our society primarily by what we do with our human resources . . . and our human values. If we do not know how to seek the best in our people—fully utilize our human resources—then we become a wasteful society regardless of what we do elsewhere. Our nation is experiencing a sense of ennui . . . that whatever we do just will not make much difference. Declining productivity, unemployment and underemployment, stagflation and inflation, high interest rates, and federal deficits have become battering rams causing a staggering impact upon our nation.

The mobilization of our human resources offers a way out. We can make a difference. How can this nation ever be complacent about the waste of human resources? Our country desperately requires a bold new approach to human resource development. That new approach must be equivalent to the commitment that landed a man on the moon. Our "moon-shot" for the 1980's must be aimed at the triple goals of ample employment opportunities, increased productivity, and economic health for the individual and our country. We must rise above the way things have always been done and search for new approaches and new combinations of resources.

Our country desperately requires a bold new approach to human resource development.

This new "moon-shot" will require a consensus among our elected national leaders that results in the establishment of priorities, detailed planning, a coordinated national approach, and the full use of public and private resources accompanied by adequate state and federal funding. It is a cruel deception to delude ourselves into thinking this national effort will happen by chance. Surely, the spaceship Apollo would still be a sketch on the drawing board without the concerted commitment of national leaders and national resources. In this time of scarce fiscal resources we must focus our effort and carefully coordinate the use of our dollars.

Why Compelling?

Why is society's compelling interest in job development and training a national interest? There are several answers to this question:

1. Employment pays taxes, and unemployment drains taxes. High national unemployment causes federal and state expenditures for welfare to climb while tax receipts decline. Concentrations of unemployment, such as those in the auto and lumber industries, have a dramatic economic impact on the rest of the country.
2. The issue of declining productivity is closely interrelated with national fiscal, monetary, and human resource policies. In addition, international trade demands a productive work force if we are to compete vigorously, and complete the cycle from new technology to reduced prices to higher quality.
3. Unemployment, particularly in urban areas, presents a tremendous problem to state and local governments, one that they are frequently ill-equipped to solve. In this highly mobile society these problems tend to spill across the country.
4. Employment opportunities do not start or stop at state lines. Shortages of skilled workers remain a national problem and will seriously dampen economic revitalization efforts.
5. The defense of our country rests upon well-educated personnel and adequately trained technicians. A projected five-year $1.4 trillion investment in sophisticated machinery and weapons proposed to maintain and upgrade our national defense will be meaningless without trained personnel to build and operate this equipment.
6. The country is just too interdependent for any sector to be required to go it alone. State and local governments, plus a highly diverse private sector, cannot be expected to operate in a policy vacuum and must have national leadership.
7. The economic health of our nation requires a well-trained and productive work force.

> *A healthy economy requires a national investment in job development and training that will put America back to work.*

Some History

A healthy economy requires a national investment in job development and training that will put America back to work. Historically, our country's strength reflects an unflagging investment in the human potential. The unassailable lesson of the G.I. Bill is applicable here. Any new vision to revitalize the economy must start with our human resources.

America's colleges and universities have played a major part in developing and defending the nation. Their importance was recognized long ago by the federal government.

- The Morrill Act of 1862 provided the basis for land grant colleges, which have prepared millions of people for professional and technical work, trained thousands for the Armed Forces and, through research, added immensely to our scientific, technological, and economic development. The realized goal of making two blades of grass grow where one has grown before has made this nation the most productive agricultural land in the world.
- The Smith-Hughes Act in 1917 initiated federal support to foster vocational education. The federal-state-local partnership has been the key to the proven success of the time-honored vocational education program. State and local dollars have supported the daily operation and federal dollars have enabled schools and colleges to secure new equipment, cover the exceptional costs of certain vocational programs, and provide the extra support required to help special populations. Without federal funding, the poorest states will have the most difficulty providing first-rate vocational education and adult employment development and training opportunities.
- The G.I. Bill of 1944 clearly demonstrated that federal investment in people can pay incalculable dividends to the nation. Since the enactment of the first G.I. Bill, more than 18 million veterans have received educational benefits and, through the taxes they've paid, repaid the government several times over for those benefits. The G. I. Bill provided unheard of access, across the country, to thousands of public and private colleges and universities.

Missing Link

The missing link in all of this is the lack of a national policy on employment development and training. We have a foreign policy, a monetary policy, a fiscal policy, but no national policy spelling out a long range plan to utilize wisely our most precious resource—the human resource. This lack of a coherent, systematic national framework policy is best evidenced by the fragmented training programs that can be found throughout the federal government. Nearly all federal Cabinet-level secretaries administer some kind of employment development and training program funds. Rarely is there coordination among their programs.

The missing link in all of this is the lack of a national policy on employment development and training.

Add to this federal fragmentation the plethora of job programs sponsored by state and local governments, and, of course, all of the programs operated by the private sector. The picture cries out for a national framework policy. Amid such fragmentation and duplication our slumping productivity is hardly surprising.

Moving America again to the forefront of global competition is essentially a challenge in skill development of keeping our work force as advanced as our technology. It is a compelling national challenge. The challenge cannot be met alone by piecemeal responses, state by state, town by town. Orchestration of policy and resources, public and private, at every level of our system, is required, starting with a cohesive national policy formulated by the Congress that requires financial efficiency, program effectiveness, and institutional accountability.

What Is the Current Situation?

The problems America's economy faces are not Republican problems or Democrat problems; they are American problems. We are bridled with chronic unemployment and underemployment, sagging productivity, high interest rates, and recurring cycles of stagflation and inflation. Moreover, we are facing a severe shortage of skilled workers, which promises to worsen in the future if we do not reverse it. Finally, a projected $1.4 trillion defense investment in sophisticated machinery and weapons proposed to maintain and upgrade our national defense will be meaningless without trained people to build and operate this equipment.

Unemployment

Today almost 10 million Americans are on record as unemployed. In addition, many individuals have simply given up in the search for work and have sunk below the statistical level.

Underemployment

Underemployment continues as well. In *A Fisherman's Guide: An Assessment of Training and Remediation Strategies*, author Robert Taggart writes: "There were 5.5 million individuals in the labor force 50 weeks or more in 1980 whose employment and earnings problems were so serious that their families were below the poverty level. There were 15 million who did not earn the equivalent of the minimum wage for the hours and weeks each was willing and able to work."

Skilled Worker Shortages

Ironically, at a time when we are experiencing high levels of unemployment, nearly every trade association in this country reports skilled craftsman shortages—shortages that will increase to dangerous levels if solutions are not applied soon. For example, the 1981 survey of the American Electronics Association documents a growing demand for technicians in electronics and computer sciences. The survey shows a need for 140,000 new technical paraprofessionals by 1985. Most of these positions will be created by the young, developing companies, companies that do not and cannot afford to develop and offer their own training programs.

The problems America's economy faces are not Republican problems or Democratic problems; they are American problems.

Business Leaders Concerned

Business leaders recognize that some *national action* is required. As the so-called "Reaganomics" is being tested, some business leaders are warning that the economy could face serious additional difficulties if the federal government reduces its responsibility for educating, training, and improving the work force. The prestigious Business Roundtable has called for a *national policy* to deal with a growing imbalance between the supply of workers and the skills demanded.

Testifying before the Senate Subcommittee on Employment and Productivity in June of 1981, B. F. Metler, Chairman of TRW, Inc., called for a *national* public-private effort to address the problems of structural unemployment. Metler expressed the feeling that our nation has skimped on its investment in employee development and training.

Defense Concerns

A strong defense is another national challenge. The Armed Forces lack sufficient numbers of trained technicians and professionals to staff existing equipment. They face a serious shortage of technicians to build, operate, and repair the coming weapons systems.

In a recent paper prepared for the National Council on Employment Policy, economist Isabel Sawhill of the Urban Institute offers the military as a prime example of the problems that may occur when capital equipment becomes more sophisticated than the available work force. She suggests that in this case "buying more hardware does not look like a very good investment unless accompanied by a major effort to upgrade the skills of those who will have to use it." She recommends that, as the Administration makes plans to double its spending for defense, it consider making this sector a laboratory for the development of new education and training systems with possible "spill-overs for the civilian sector."

Fragmentation

There are a multitude of reasons why an individual may be unable to find employment, *i.e.*, physical and mental handicaps, learning barriers, lack of technical skills, criminal records, workers in declining industries, limited English speaking, displaced homemakers. The governmental services aimed at helping these individuals are fragmented and dispersed. There is no unified "evaluation and referral" system required. Compounding this fragmentation of services are conflicting program requirements. As an example, in many states, individuals receiving unemployment insurance compensation cannot enroll in a full-time training program without losing benefits, because the individual must supposedly be ready to accept any appropriate job offer. None of the programs address the need to continually upgrade the productivity of employed workers to ensure a technically competent work force.

Work Force Needs

Paradoxically, we are moving from a baby boom to a baby bust period. A severe overall worker shortage is predicted within the decade.

A severe overall worker shortage is predicted within the decade.

In the 1970's the growth rate of the American work force averaged 2.45 percent, in the 1980's it will be between 1.25 and 1.5 percent, and in the 1990's it will be less than one percent per year. There is little elasticity remaining in our population since 52 percent of the women and 78 percent of the men of working age are already employed. The agricultural sector is operating with a minimum of people (three percent of the work force), and the manufacturing sector is quickly reducing employment with the aid of robotics and computer-aided manufacturing. To maintain a strong work force will require better retraining opportunities for employees who want to work part-time, as well as full-time, to learn new skills and acquire new knowledge.

Community, Technical, Junior Colleges: A Uniquely American Resource

Community, technical, and junior colleges constitute a rapidly growing sector of postsecondary education. Some 1,231 community, technical, and junior colleges across America enrolled in the fall of 1981 an estimated five million students for regular credit, and another five million students in non-credit courses. During the 1981-82 college year it is anticipated that over 11 million different individuals will take one or more classes at a community, technical, or junior college. When fully utilized as a major national resource in the adult job development and training field, these colleges can and do:

1. Prepare technicians and skilled workers for specific occupations, including defense-related occupations.

2. Provide literacy training, upward mobility, and retraining opportunities for employees particularly aimed at skilled worker shortages.
3. Assist owners and operators of small businesses.
4. Promote local collaboration among labor, education, and business organizations, particularly cooperative efforts with Private Industry Councils.
5. Cooperate in productivity studies and work force planning.
6. Assist in the development and operation of Urban Enterprise Zones.
7. Participate in statewide economic development and reindustrialization strategies.

Our nation's public and private schools and colleges form the most comprehensive system of education and training in the world. They have served the nation well in the past and can serve it even better in the future.

Postsecondary institutions are particularly qualified to help address national economic problems, enhance the abilities of individuals, improve the quality of personal lives, and build the strength of our nation. American postsecondary education institutions can and must be better utilized in the solving of the problems of employment development and training.

Colleges also must never forget that their roots are in high schools. It does little good for college personnel to carp about poorly prepared students unless they are reaching out to help their high schools. College personnel must form, with the secondary schools in their service regions, deep linkages that will produce both strong school career and vocational education programs and higher academic performance.

Colleges . . . have served the nation well in the past and can serve it even better in the future.

Here are some special program targets for inclusion in any new adult employment development and training legislation:

- **Specific Job Training**

The need for *occupationally specific training* is not limited to young people preparing for their first jobs. Employed individuals increasingly require opportunities to upgrade their skills and to learn new skills as revolutionary shifts occur in employment demands. For example, the demand for white collar and service workers is increasing while blue collar and manufacturing jobs are decreasing. Peter Drucker predicts that manufacturing jobs will constitute less than five percent of the American work force in 25 years. In the 1950's 41 percent of the work force was in this sector. Today it is only 27 percent. The quality of workers' performances is critical in these new jobs, and that depends on how well they have learned and can use the skills they were taught.

Education and training programs must provide incentives to encourage workers to acquire new, higher level skills—especially skills that would enable them to work in *high technology* and skill areas that will be most critical to our nation's well-being in the future. Such incentives will help reduce the number of workers who are displaced, underemployed, or unemployed.

- **Skilled Worker Shortages**

Special attention must be given to the current and predicted *skill shortage areas* of employment opportunities, particularly in high technology occupations. For example, the American Electronics Association report that reveals 140,000 technicians are needed during the next five years includes such fields as computer analysts, programmers, computer software engineers, and electronic engineer technologists. The health care industry reports a growing shortage of nurses and medical technologists in numerous specialized fields.

- **Entrepreneurship: One Answer for Unemployment**

The drive to achieve economic self-sufficiency through *small business* ownership has not slackened; in fact, it continues to intensify, showing that the traditional American spirit of individual initiative is entirely alive. More than 500,000 new small businesses are launched each year. Our increasingly service-related economy offers a growing spectrum of opportunities for customized and personalized small businesses. Today, one job opening in four and almost all of the new jobs are found in a company with fewer than 200 employees and a gross profit of less than $1 million annually. If each small business in the country could have one new employee, the unemployment problem of the country would vanish.

- **Proven Partners**

Most community colleges routinely promote *collaboration with local businesses and labor unions*. Many of them came into being through local initiatives headed by business and labor leaders. It is standard operating procedure for a community college to have local advisory committees of employers, employees, and practitioners for each of its occupational programs. A study by AACJC revealed the average community, technical, and junior college has nearly 100 specific working arrangements with local organizations. The larger number by far is with local businesses. All of this experience by community colleges in facilitating cooperative arrangements must be used to increase productivity and economic development.

Colleges can make an important contribution to the enterprise zones by offering low-cost customized training programs.

- **Urban Enterprise Zones**

It is the objective of the *Urban Job and Enterprise Zone* proposals to encourage local governments and small businesses to work together to facilitate the employment of the poor. New businesses would be lured to depressed urban and rural areas with lower taxes and reduced government regulation. It is proposed that ten to twenty-five enterprise zones be created each year for a three-year period. Community, technical, and junior colleges can make an important contribution to the enterprise zones by offering low-cost customized training programs. The presence of a comprehensive community college system should be considered in the designation of such zones.

- **Productivity**

Productivity studies and work force planning efforts that fail to take into account the major training institutions and programs fall short of the mark. Efforts to improve productivity require the cooperation of all the partners in the enterprise, *i.e.*, employers, employees, and training or retraining programs. Some states are carefully orchestrating economic development policies fully utilizing the resources of the two-year colleges.

Proposal for a New "Moon-Shot" Commitment

The current federal initiatives in human resource development are embodied in a diversity of programs including: CETA, Adult Basic Education, Vocational Education Act, various student financial aid programs, and defense training programs. What is clearly required is an examination of these programs with a new "moon-shot" commitment to foster job development and training relevant to economic development.

Existing legislation must be reviewed for possible refinement and new legislation initiated which addresses the following five principles:

1. *Incentives* must be designed to promote greater *cooperation between private/governmental employers and existing accredited educational/training institutions* for the purpose of preparing citizens for careers of regional and/or national priority.

   We recommend that incentives (direct federal funding, matching support, and/or tax relief) be developed to:

   - Provide for the enhancement of relevant education/training services in accredited postsecondary institutions through increased private sector support for instructional staff upgrading, curriculum development, equipment and facility upgrading, and cooperative training relationships.
   - Encourage greater private sector support for training activities of national priority which will facilitate worker mobility.

Existing legislation must be reviewed for possible refinement and new legislation initiated . . .

2. An *administrative structure* to allocate federal resources must be designed in a manner *that provides greater state level determination of resource and/or incentive allocation, and promotes interstate planning for labor market areas that transcend state boundaries.*

   We recommend that guidelines for the states:

   - Provide a strong role for employers and labor leaders to work with state government leaders in allocation decisions and the establishment of state job development and training priorities, and
   - Provide for representatives of community, technical, and junior colleges along with other vocational education representatives to have a formal advisory role in state and local allocation decisions and the establishment of job development and training services, and
   - Provide guidelines for the allocation of funds or other incentives such that the needs of disadvantaged, handicapped, minorities, and other special populations will be addressed, and national skill shortage priorities will be addressed, and
   - Provide a mechanism for interstate collaboration in addressing the economic development and job training needs of such economic regions as the Pittsburgh-Wheeling-Cleveland-Detroit reindustrialization corridor.

3. *Incentives* must be designed to *encourage citizens* to seek preparation to *qualify for occupations of regional and/or national priority, to be mobile,* and *to maintain their employment.*

   We recommend the establishment of:

   - Target grants, loans, tax relief to support education/training costs for occupations of national or regional priority, and
   - Regulations that make it economically advantageous for individuals to seek and accept employment and training opportunities, as opposed to reliance upon subsistence stipends, and
   - A voucher retraining approach along with unemployment insurance.

4. A *national policy on employment development and training* is required.

   We recommend that such a policy include:

   - The integration of all training and vocational education legislation into a cohesive national human resource development program.
   - The role that community, technical, and junior colleges can play in this vital process along with other educational and training organizations.
   - Pinpointing accountability for worker assessments and the operation of the evaluation, referral, and placement system.

5. The currently *fragmented authority and accountability* for the federal job training programs must be clarified and unified. It is particularly important to pinpoint responsibility.

   We recommend:

   - The establishment of a federal Board for Employment Development and Training to serve as the coordinating and rule/regulation developing body to implement the policies established by Congress. Such a Board might be composed of the Secretary of Commerce, Secretary of Education, Secretary of Labor, Secretary of Defense, and Secretary of Agriculture. The Secretary of Commerce should be named Chairman of this Board and provide the staff work required to ensure that the national employment development and training policy will serve to promote the commerce of the United States.

National leadership and a national policy framework are required if the new "moon-shot" is to move from the launching pad.

In summary, the nation's 1,231 two-year postsecondary institutions stand prepared to make a major contribution to training and retraining large segments of the nation's work force to meet the triple goals of high employment, increased productivity, and economic health. However, national leadership and a national policy framework are required if the new "moon-shot" is to move from the launching pad.

American Association of Community and Junior Colleges

This concept paper was developed by a special Task Force to underscore the importance of human resource development in the economic life of this nation, and to present a proposal for improving adult employment development and training.

Task Force Members

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Mr. KILDEE. Thank you very much.

Our next witness is Dr. Joe Mills, president of the National Association of State Directors of Vocational Education.

STATEMENT OF JOE MILLS, PRESIDENT, NATIONAL ASSOCIATION OF STATE DIRECTORS OF VOCATIONAL EDUCATION

Mr. MILLS. Mr. Chairman, My name is Joe D. Mills of Tallahassee, Fla. I appreciate very much the opportunity to testify before this committee. Today, I appear before you as the director of the Division of Vocational Education, State of Florida Department of Education, as president of the National Association of State Directors of Vocational Education, and as president of the American Vocation Association.

A unique feature of these professional vocational education associations is the opportunity for practitioners in all functions and all levels to work together. We address the issues ahead on as we work toward the development of quality programs in vocational education.

The State directors of vocational education and the American Vocational Association have involved representatives of the profession extensively in the development of the legislative proposals now before the Congress. As early as 4 years ago, the State directors, through their national association, began the process of developing position papers and policy statements regarding the needs and concerns of States related to reauthorization of the Vocational Education Act. These position papers have been published by the State Directors Association and now form part of the foundation for vocational education legislation before Congress.

At approximately the same time 4 years ago, the American Vocational Association formed teams of professionals to study issues and concerns at the grassroots level to formulate recommendations for the reauthorization of the Vocation Education Act. This effort reached into most of the communities in every State. It involved teachers, teacher educators, supervisors, guidance counselors, researchers, administrators in vocational education, their counterparts in general education, and other members of the community, such as business, industry and organized labor, and minority groups interested in vocational education.

This effort obviously has been extensive. We come before the Congress with a legislative proposal that sets forth the best thinking of the State Directors of Vocational Education and the membership of the American Vocational Education.

There are numerous provisions in the legislative proposal before this committee. I have selected six provisions that are key as to the construction of this legislation.

1. SOLE STATE BOARD

This year the Federal expenditures for public vocational education are approximately $735 million. Over 16 million persons are enrolled in postsecondary, adult and secondary education programs. Some 20,000 public education institutions have vocational programs; 9,000 are classified as area vocational education schools, including 1,100 degree granting community/junior technical institutes and colleges.

In addition, there are approximately 600 4-year colleges and universities which have 1- and 2-year vocational educational programs. These data raise a question about the complexity of coordinating vocational educational programs within a State. In addition, it points up a need for the stewardship of Federal funds to be appropriately lodged within a single State board.

The board would be responsible to Congress for Federal vocational education funds. A primary issue in recommending that a sole State board be established by this legislation is that each State needs the authority to perform the responsibilities necessary to comply with Federal law. Administrative functions inherent in this authority are State planning, policymaking, program approval, distribution of funds, evaluation of programs, and accountability to the U.S. Congress for uses of these Federal funds.

The vocational education governance system is a subsystem of a larger educational administrative structure. The local and State authority and responsibility to establish policy and administer vocational education programs cannot be denied by Federal legislation. Thus, legislation must accommodate the diversity of the State organizational patterns, their program needs and, at the same time, establish the entity at the State level that is accountable to the Congress.

As the State director of one of the larger populated States, I work for the State board responsible for the administration and supervision of all educational programs in the State. This means that we in vocational education must work closely with all institutions delivering vocational education whether in secondary institutions, area vocational schools, community colleges, State 4-year colleges and universities, or private institutions. We are charged with the responsibility for coordinating the development and implementation of a State plan. Also to coordinate policies that impact institutions to establish and provide quality vocational education according to societal needs.

We rely upon people such as directors of community college programs, local school boards of education, educational staff in school superintendent offices, personnel in local educational institutions, and many others to make certain that the services planned and provided are consistent with the needs of the local communities, and of the capacity of the institutions to deliver those services.

2. STATE PLANNING PROCESS

One of the most important provisions of this legislation is to require planning at the local and institutional levels, as well as planning at the State level. The planning must encompass the use of Federal funds, and link the use of these funds to the stated purposes of the legislation. This provision reflects the key recommendations contained in the study performed by the National Institute for Education, and will increase accountability for the use of Federal funds because it links purpose to results. The bill requires that they show how Federal funds will be used to expand and improve programs and services in accordance with the intent of the law.

Planning and conducting programs of vocational education must be done in cooperation with the community. In our own State of Florida we have over 2,000 people listed on our advisory committees that assist us in this planning and I think this bill certainly gives us continued direction.

3. ALLOCATION OF RESOURCES IN THE STATE

This bill provides for a thorough assessment of the current and projected needs for occupational skills within the State; for an assessment of the needs of the students; and an assessment of the capacity of the vocational education programs and institutions within the State to meet those needs. This assessment will be key to the allocation of resources within the State because under this proposal, the State board must establish the criteria it will use to approve plans and allocate funds under the act.

One component of the bill—part (e), vocational education programs for youths with special needs—provides a new approach for the instate allocation of resources. This new component of vocational education legislation more sharply focuses the Federal dollars on extra services for special population groups for greater access and success in vocational education.

4. COORDINATION WITH THE JTPAS

One of the major threads weaving throughout this legislation is the need to increase linkage between the private sector and vocational education.

5. STRENGTHENING SECONDARY AND POSTSECONDARY VOCATIONAL EDUCATION PROGRAMS

Programmatically, this legislation will focus sharp attention on the need to strengthen secondary and postsecondary vocational education. In a departure from current legislation, a major purpose of this bill sets forth improvement of the academic foundation of vocational students in mathematics, science, written, and verbal communications.

Therefore, the bill does focus on improving postsecondary and adult vocational education by increasing the appropriation for these programs to 30 percent and by instituting a new title called "Adult Training, Retraining and Employment Development" which specifically funds programs for adults.

6. FUNDING LEVEL

This bill provides a total funding level of $1.5 billion. In terms of the current funding level, it is approximately twice what the Congress now funds for vocational education. This funding level is expressed in terms of need for Federal funding.

In summary, this legislation more sharply provides a focus for the Federal role in vocational education. It establishes new priorities of Federal assistance to youth with special needs and provisions for adult training. It enhances the linkage between the private sector and vocational education and refines the planning process so that State and local education agencies and institutions can address local and national goals.

Many provisions in this legislation are found in the Vocational and Adult Education Consolidation Act of 1983 prepared by the administration. There is great similarity in the statements of purpose. For example, the focus on improving the quality of vocational education, the requirements for State and local planning, and the strengthening of the private sector involvement in vocational education, and the vocational skill training of adults.

These, in addition to provisions for a sole State board, special resource allocations, coordination with the Job Training Partnership Act, and increased funding levels are vital to the continued improvement and delivery of quality vocational education.

As professionals in the field of vocational education, we strongly believe in and support a comprehensive, coordinated educational delivery system.

We, as vocational educators, are prepared and eager to contribute in the education of our Nation's youths and adults. We believe that passage of this legislation now before Congress will enable vocational education to more ably serve our citizens.

I thank you for the opportunity to be here.

[Prepared statement of Joe D. Mills follows:]

PREPARED STATEMENT OF JOE D. MILLS, DIRECTOR, DIVISION OF VOCATIONAL EDUCATION, TALLAHASSEE, FLA.; PRESIDENT, AMERICAN VOCATIONAL ASSOCIATION; PRESIDENT, NATIONAL ASSOCIATION OF STATE DIRECTORS OF VOCATIONAL EDUCATION

My name is Joe D. Mills of Tallahassee, Florida. I appreciate very much this opportunity to testify before this Committee. Today, I appear before you as the Director of the Division of Vocational Education, State of Florida Department of Education, as president of the National Association of State Directors of Vocational Education, and as President of the American Vocational Association.

My roles as the president of the American Vocational Association and as president of the State Directors of Vocational Education have provided me with numerous opportunities to discuss the concerns of teachers, administrators, and others involved in vocational education; to work with the widely diverse groups represented by these two associations; and to address the current issues important to vocational education.

A unique feature of these professional vocational education associations is the opportunity for practitioners in all functions and all levels to work together. We address the issues head-on as we work toward the development of quality programs in vocational education.

Therefore, in my role as President of the two major national organizations serving vocational education, I have the responsibility of coordinating their activities as they seek resolution to concerns based on the development of federal legislative proposals. These are the same concerns we believe you will face as the Congress moves toward completion of the Federal legislation for vocational education.

INVOLVEMENT OF THE PROFESSIONAL IN LEGISLATION

The state directors of vocational education and the American Vocational Association have involved representatives of the profession extensively in the development of the legislative proposals now before the Congress. As early as four years ago, the state directors, through their national association, began the process of developing position papers and policy statements regarding the needs and concerns of states related to reauthorization of the Vocational Education Act. These position papers have been published by the State Directors Association and now form part of the foundation for vocational education legislation before Congress.

At approximately the same time four years ago, the American Vocational Association formed teams of professionals to study issues and concerns at the grassroots level and to formulate recommendations for the reauthorization of the Vocational Education Act. This effort reached into most of the communities in every state. It involved teachers, teacher educators, supervisors, guidance counselors, researchers, administrators in vocational education, their counterparts in general education, and other members of the community, such as business, industry, organized labor, and minority groups interested in vocational education.

This effort obviously has been extensive. We come before the Congress with a legislative proposal that sets forth the best thinking of the State Directors of Vocational Education and the membership of the American Vocational Education.

There are many ways to formulate legislation. The proposal this Committee has before it is only one way. There are undoubtedly other techniques to structure into legislation concepts the profession considers vital. As we work with the House of Representatives and this Committee, we will be receptive to ideas regarding the structuring of legislation. However, we want to assure our friends in Congress, in the education community, and in the business, industry, and organized labor communities that concern for quality vocational education will be uppermost in our minds.

SELECTED PROVISIONS

There are numerous provisions in the legislative proposal before this Committee. It is not my purpose in this statement to elaborate on all the provisions. I have selected six provisions that are keys to the construction of this legislation. I will expand upon them and provide, from the profession's perspective, rationale for inclusion of these recommendations. Other members of the panel will focus on different provisions in the legislation. Our coordinated testimony will cover the major provisions of this legislation.

SOLE STATE BOARD

This year the Federal expenditures for public vocational education are approximately $735 millon. Over 16 million persons are enrolled in post-secondary, adult and secondary education programs. Some 20,000 public education institutions have vocational programs; 9,000 are classified as area vocational education schools, including 1,100 degree-granting community/junior technical institutes and colleges. In addition, there are approximately 600 four-year colleges and universities which have one- and two-year vocational education programs. These data raise a question about the complexity of coordination vocational education programs within a state. In addition, it points up a need for the stewardship of Federal funds to be appropriately lodged within a single state board. The board would be responsible to Congress for Federal vocational education funds. A primary issue in recommending that a sole-state board be established by this legislation is that each state needs the authority to perform the responsibilities necessary to comply with Federal law. Administrative functions inherent in this authority are state planning, policy making, program approval, distribution of funds evaluation of programs, and accountability to the United States Congress for use of these Federal funds.

The vocational education goverance system is a sub-system of a larger education administrative structure. The local and state authority and responsibility to establish policy and administer vocational education programs cannot be denied by Federal legislation. Thus legislation must accommodate the diversity of the state organizational patterns, their program needs and, at the same time, establish in entity at the state level that is accountable to the Congress. The legislative proposal now before Congress says that a state shall, in a manner consistent with state law, establish or designate a state board of vocational education which shall be the sole state agency responsible for the administration, of the programs of vocational education.

As the State Director of one of the larger populated states, I work for a state board responsible for the administration and supervision of all education programs in the state. This means that we in vocational education must work closely with all institutions delivering vocation education whether in secondary institutions, area vocational schools, community colleges, state four-year college and universities, or private institutions. We are charged with the responsibility for coordinating the development and implementation of a state plan. Also to coordinate policies that impact vocational education and to work with the various agencies and institutions to establish and provide quality vocational education according to societal needs.

We rely upon people such as directors of community college programs, local school boards of education, educational staff in School Superintendent offices, personnel in local educational institutions, and many others to make certain that the services planned and provided are consistent with the needs of the local communities, and of the capacity of the institutions to deliver those services.

STATE PLANNING PROCESS

One of the most important provisions of this legislation is to require planning at the state level. The planning must encompass the use of Federal funds, and link the use of these funds to the stated purposes of the legislation. This provision reflects the key recommendation contained in the study performed by the National Institute for Education, and will increase accountability for the use of Federal funds because it links purpose to results. Provisions in the bill recognize that the most meaningful program planning in vocational education is done by local school districts and community post-secondary institutions. The Bill requires that they show how Federal funds will be used to expand and improve programs and services in accordance with the intent of the law.

Planning and conducting programs of vocational education must be done in cooperation with the community. Therefore, this bill organizes advisory councils at the local and state levels, and requires that the majority of the Council members be selected from the private sector of business, industry, organized labor, and minority groups.

This bill changes the current planning requirement by substituting a three-year plan for the current five-year plan, directs the planning process toward the purposes of the law, and provides greater flexibility in other areas related to the planning process. It encourages a stronger involvement of the private sector in the planning process and ensures that vocational educators at the secondary and post-secondary levels are represented in the development of the plans.

In addition, due to the recent enactment of the Job Training Partnership Act, there is language in this legislation to ensure that a state will take into account programs funded under the Job Training Partnership Act as state plans for vocational education programs are prepared.

ALLOCATION OF RESOURCES IN THE STATE

This bill provides for a thorough assessment of the current and projected needs for occupational skills within the state; for an assessment of the needs of the students; and an assessment of the capacity of the vocational education programs and institutions within the state to meet those needs. The assessment will be key to the allocation of resources within the state, because under this proposal, the state board must establish the criteria it will use to approve plans and allocate funds under the Act.

Two requirements modify the criteria set forth by the state board. (1) The state will allocate more funds to eligible recipients in the depressed communities; and (2), the assistance to the eligible recipients will be based on their needs for quality vocational education programs and this will be determined on the basis of population. This approach will provide flexibility needed by a state to address the critical problems confronting vocational education, particularly in areas that have the greatest need. Since one of the major purposes of this bill is to upgrade the programs of vocational education within a state and to increase the capacity of the state to provide quality vocational education, this must be done based upon an assessment and planning process that both identifies the needs, and allocates funds to the most critical areas of the state.

One component of the bill (Part E, Vocational Education Programs for Youths with Special Needs) provides a new approach for the in-state allocation of resources. This new component of vocational education legislation more sharply focuses the Federal dollars on extra services for special population groups for greater access and success in vocational education.

In order to accomplish the purpose of Part E, it has been determined that the most efficient and effective means of getting the funds to the local education agencies and institutions will be the requirement for the development of an in-state formula. The formula must take into account the number of special population youths being served by an eligible recipient as compared to the total number of eligible population youth being served in the state. This approach will ensure that local education agencies and institutions have an equitable share of the funds and can plan for programs and services to serve these youth.

COORDINATION WITH THE JTPAS

One of the major threads weaving throughout this legislation is the need to increase linkage between the private sector and vocational education. There is increased coordination woven throughout the bill with the idea that the total community must be involved in the planning and evaluation of vocational education programs and that these programs must be designed to serve the employment needs of the individual. In order to do this, several places in the Act call upon participation by the private sector employer. Specifically, coordination is established between the Job Training Partnership Act and the new Vocational Education Act.

STRENGTHENING SECONDARY AND POST-SECONDARY VOCATIONAL EDUCATION PROGRAMS

Programmatically, this legislation will focus sharp attention on the need to strengthen secondary and post-secondary vocational education. In a departure from current legislation, a major purpose of the bill sets forth improvement of the academic foundation of vocational students in mathematics, science, written and verbal communications, and the application of newer technologies in terms of employment or occupational goals. The bill clearly states that these funds will assist educational institutions of all types to accomplish the purpose of the Act.

Therefore, the bill does focus on improving post-secondary and adult vocational education by increasing the appropriation for these programs to 30 percent and by instituting a new title called "Adult Training, Retraining and Employment Development" which specifically funds programs for adults. It also strengthens the emphasis on secondary vocational education and provides funding for the role that secondary vocational programs play in the nation's delivery of vocational education.

It is clear in the planning process that the assessment made at the local and state levels address the demands for general and specific occupational skills. It is recognized that high school students often are not ready to move into a specific occupational skills program. However, these students do need instruction in programs that enable them to acquire pre-employment skills, work attitudes, and other areas in pre-vocational education that broaden the academic and occupational foundation of secondary students. The role that industrial arts programs play in vocational education is continued in this legislation and is one response to strengthen secondary vocational education.

FUNDING LEVEL

This bill provides a total funding level of $1.5 billion. In terms of the current funding level, it is approximately twice what the Congress now funds for vocational education. This funding level is expressed in terms of need for Federal funding. It is recognized that the appropriations process undertaken by Congress will determine the future funding of this program. However, the need for assistance at the local and state levels to provide quality vocational education has never been greater. Unemployment remains a national problem, in addition, displacement of 20 to 30 million adult workers in the coming year is predicted, and advancing technologies such as robotics, computers, and optical data transmission systems, will require vocational programs to be continually updated.

The vocational education profession believes that the bill before this House will (1) allow the members of Congress to make decisions regarding the funding of specific programs in vocational education and (2) will allow the members of Congress to debate the merits of these programs directing funding toward those areas deemed most critical each year, and to establish priorities within the field of vocational education.

SUMMARY

In summary, this legislation more sharply provides a focus for the Federal role in vocational education. It establishes new priorities of Federal assistance to youth with special needs and provisions for adult training. It enhances the linkage between the private sector and vocational education and refines the planning process so that state and local education agencies and institutions can address local and national goals.

Many provisions in this legislation are found in the Vocational and Adult Education Consolidation Act of 1983 prepared by the Administration. There is great similarity in the statements of purpose. For example, the focus on improving the quality of vocational education, the requirements for state and local planning, and the strengthening of the private sector involvement in vocational education, and the vocational skill training of adults.

These, in addition to, provisions for a sole state board, special resource allocations, coordination with the Job Training Partnership Act, and increased funding levels are vital to the continued improvement and delivery of quality vocational education.

As professionals in the field of Vocational Education, we strongly believe in and support a comprehensive, coordinated educational delivery system.

We as vocational educators are prepared and eager to contribute in the education of our Nation's youths and adults. We believe that passage of this legislation now before Congress will enable Vocational Education to more ably serve our citizens.

Mr. KILDEE. Thank you.

Dr. Bottoms, your bill, of which I am a consponsor, moves funding for the disadvantaged and handicapped from a setaside in the State grants part to a separately funded authorization. Do you think that funding for these purposes is in any way jeopardized by this change?

Mr. BOTTOMS. Congressman, we appreciate your sponsoring the bill and very much your support. What we tried to build into the bill—a couple of points. First, we do not believe the set-aside has driven enough dollars to get at, particularly in developing many of the disadvantaged, special population youth we work with, so they can enter and begin to progress upward in the workplace.

What we tried to do is, if the Congress does not appropriate adequate dollars under part (e), we would establish in the legislation the floor the States would have to continue to spend the same amount of money for disadvantaged and handicapped students that they spent in fiscal year 1984 under the existing legislation.

So we have at least built a cap, if appropriations do not go up adequately, States would have to continue to spend the amount they are now spending with the setaside in 1984.

Do you think that advocacy for the disadvantaged and handicapped will be lessened or enhanced by this separate authorization?

Mr. BOTTOMS. I think it will be enhanced. I think we will be able to make a much greater effort in building a case of need for the budget and the Appropriations Committee and with the Congress.

Basically, what we tried to do is build a compensatory ability within the Vocation Act with this group of youth. Right now, the set-aside for disadvantaged comes to $50 for each disadvantaged student enrolled in Voc. Ed. Under title 1, ESEA, that, now I am told, is somewhere in the neighborhood of about $625 for similar students in the elementary grades, but we get an awful lot of students in secondary Voc. Ed. who simply cannot read, write, and calculate. If you can add those extra efforts and services, you can add those to your programs and link them to the vocational objective; you can make some tremendous progress. That takes dollars and takes time.

Mr. KILDEE. Thank you.

Dr. Parnell, one of the controversies over the years has been between area vocational schools and community colleges about the amount of Federal vocational funding each receives. How would this bill help resolve that controversy?

Mr. PARNELL. There are probably 2 or 3 ways. First of all, we are trying to set the tone at the national level by doing it together.

Mr. KILDEE. I appreciate that.

Mr. PARNELL. Let the flag be flown.

The second thing is that the 30-percent set-aside which provides a floor for those receiving adults, would help, I think, in most States that have had some difficulty.

The third thing is it would provide some equal representation in the decisionmaking process whereby at the planning level, postsecondary would have some equal voices with those in the secondary level.

That, plus the targeting in parts (d), (e), and (f). I would really point out to you that parts (d), (e), and (f) are really very important to us, particularly part (f). It really begins to get at and sort of separate out the major concerns our association has had.

Mr. KILDEE. Thank you.

Dr. Mills, some States have complained that the current law is too burdensome, and how would this bill help simplify the administration of the program?

Mr. MILLS. First of all, sir, I have never considered the present legislation too burdensome.

Mr. KILDEE. I said some States.

Mr. MILLS. I have been involved with it long enough that it is just a matter of fact in the way we operate.

I just think that the new bill will probably give us greater flexibility in the development of plans in terms of our services. The concept of local planning is also an essential factor. The burdensome thing, quite frankly, sir, is the concept of reporting. It is not the implementation of the act, it is the final accountability reports which take a great deal of time in terms of what people are asking for, in terms of things that we are actually doing. So I think this new piece of legislation gives us greater flexibility.

I personally, for a long time, have been pushing for the concept of more work in the field of curriculum development, in staff developments, and I see in this particular piece of legislation something that will assist us in this regard.

Mr. KILDEE. Mr. Goodling.

Mr. GOODLING. Thank you, Mr. Chairman.

I apologize for being late, but around the corner we are having a hearing on the Job Training Partnership Act, which is also very important to me, and having spoken to some educational groups recently, I got some sort of mixed reviews in relationship to partnership in the whole program. Some school board members seem to be doing very well becoming involved, but others seem to be left out in the cold.

Why don't I start with this question. Since a lot of questions have been raised about the relationship between vocational education and programs under the Job Training Partnership Act, what do you people believe that relationship to be, and what kind of relationship do you see developing, or not developing?

Anybody?

Mr. MILLS. Being a State officer, we have taken the responsibility in our State to go out and provide the leadership in the development of these coordinated efforts between the job partnership group and local agencies. We find that we have represented on each of the PIC councils adequate educational people to represent the community. We have worked hard to make certain that people who are serving on local advisory councils under the present Vocational Act are also members of the local group. I think that outside of maybe 1 of our 22 we are fairly well organized to get that kind of coordination of play back and forth.

No. 1, these PIC councils, as I said, do have many of the same people who have been serving with us for years, so there is a communication there which exists. I think we are going to be able to do great things as far as that is concerned.

I don't see any problem as far as our own school boards. There may be others in some States that have problems, but outside of maybe one school board in our State, I would think they are right along with us in terms of providing this kind of service. I don't know whether I have responded to your question properly. I am looking for good things.

Mr. GOODLING. At the last school board meeting I addressed there were some who said they had become a large part of the whole program, and there were others who just indicated that it was a hopeless situation and they backed out of it completely because they felt that no one was inviting them in. Maybe they weren't pushing. In other words, they thought that CETA was not dying and, therefore, of course our hope is that we will force this partnership.

Mr. MILLS. Sir, a lot of it depends upon people, and you find that in many situations there are individuals in given communities who just do not "gee and haw" together and, therefore, that is where you have those kinds of problems.

Mr. PARNELL. I think there are pretty good answers with regard to this. First, you are dealing with two different systems. Education in most States is a constitutional issue and you have a different apparatus and different laws that deal with the operation of educational systems as opposed to JTPA coming in through the political system, mayors, county supervisors, and commissioners, and that type of thing.

Our reports are spotty also, but I contend there is a different thing between Voc. Ed. and JTPA, and that is the clientele. Voc. Ed. is really serving that great host of middle Americans, and there is precious little in the way of programs to help service them. Whereas, JTPA is serving, I think, an aimed at, targeted at, a different clientele, probably serving less than 10 percent of the population, at least of the work force.

Mr. GOODLING. We were trying to force a marriage between our educational system and those programs so that they weren't all going off in different directions, as seemed to be the case in many instances in the past. My concern is that that marriage is taking place.

Mr. PARNELL. Well, it is pretty hard to hold the shotgun to the head and have the marriage last very long in any unhappy relationship.

I agree with Joe, you just simply can't at the national level legislate that everybody has to work together, particularly where we are going through a political process of moving from CETA over to the new apparatus. I think it is going to take a little time to work that out. I am with Joe, I am optimistic it will be worked out. In some communities it may never be worked out because of the political influences in that community.

Mr. BOTTOMS. Congressman Goodling, there are 2 or 3 areas we tried to build in the legislation here to get at that. One, to have joint representation on the State councils, the State Job Training Council and the State Council for Vocational Education, that there be cross-representation.

Second, that there be sharing of the State plans and provide each with an opportunity to comment on those plans.

Third, we provided for strong coordination as it relates to the adult phase, particularly displaced adult training. There ought to be some joint planning together there.

Then we have called for, in the State plan, that the State board outline its procedures and methods that it will follow in coordinating and working with the JTPA legislation.

So, what we have attempted to do is provide some mechanism in the legislation that conversation between the two groups will take place. A sharing of information and cooperation can emerge from that. We see this legislation in fact, particularly this emphasis on modernization of programs and updating of programs, being of tremendous help to JTPA. It is very important that those complaints have access to programs that are current with the workplace.

Mr. PARNELL. I might add that we have done a little survey and we find in two-thirds of the community colleges in the areas they serve, that there is a community college representative on the local PIC, one or more, and so our colleges have been very active in trying to be involved as much as they can.

Mr. GOODLING. Let me ask a different question, but one that is along the same lines that my colleague from Michigan asked. I will read the question, so it is understood.

Do you believe that the proposed division of programs in H.R. 4164 among a basic State grant program and separate for the disadvantaged and handicapped, high-technology partnership, business guidance program, consumer and homemaking program, adult retraining programs, is appropriate? Is it more workable than the current practice of percentage set-asides? This is a followup to my colleague from Michigan.

Mr. BOTTOMS. Yes, Congressman. For some 6 years we have been trying to see if we couldn't drive up the appropriations in Voc. Ed. education. If you trace back to 1977 you will find we are still within $75 million of where we were at the actual dollars in 1977, not in inflated dollars. One of the problems you have basically in existing legislation, you have a great need to serve special population youths, or as adult retraining takes place, the constant complaints we have gotten from that legislation, if we appropriate dollars we have no assurance it is going for those purposes.

The design of the bill you have now makes it possible for the Congress to link dollars to Federal purposes, and be assured it will go there. You will maintain with part of this draft the basic State grant flexibility which can drive—those funds can be used for any of the purposes but you have some growing needs of adult retraining.

We have, for example, in engineering technology, while enrollment in many of the vocational fields have tripled in trade—industrial occupations and health occupations and the offices over the past 15 years in the engineering technology, since 1965 our enrollment has only doubled. My projections are that we will be short half a million skilled technicians in this Nation, based on our existing capacity of this decade. We simply have to expand that capacity. The high-tech provisions there help get at that.

We have a rising dropout rate in some States, particularly some States that have cut Voc. Ed. out of their secondary programs, have reduced it. With all the difficulties we have had recently with adult unemployment, we have kind of forgotten about a group of youth who are unemployed, and we have had a rising youth unemployment at this time.

We have a host of youth who have a great deal of difficulty making the transition from school to work.

The testimony before this committee over the past 2 or 3 years points out one very startling fact, that 30 to 40 percent of the youth in secondary vocational programs simply do not have the applied basic skills to progress, once they are employed. I spent a lot of time out there talking to secondary vocational teachers. They will tell you they have 30 percent of their students they teach by rote. Unless we can get the added extra services it takes to do an assessment to provide the related applied basic skills, we are going to continue to have a group of youths who lack the skills necessary to move forward.

Set-asides have not given a large enough amount of dollars for that purpose. Fifty dollars per disadvantaged student won't buy you much in terms of extra services and help. There may be a better way than what we have proposed, but we believe this is better than the current approach.

Mr. GOODLING. One last question. It is about as difficult to get educators together to agree on anything as it is to deal with farmers. Do you believe that you have reached out and touched enough, that you have the best consensus that you can possibly get, or is there still some room for reaching out and touching someone?

Mr. PARNELL. Mr. Goodling, having been around that game, both of us for a while, I understand what you are saying, but it is like Mark Twain's comments on Wagnerian music, "It's not as bad as it sounds."

I think there is a great deal more going on out there with regard to cooperation, and one of the good things in this bill is it encourages postsecondary and secondary schools to get together with cooperation in their programs. Gene Bottoms and I have been doing a lot of talking about a 2-plus-2 program in the junior and senior high schools and community colleges working together. I think you are going to see more of that in the future. There is more going on out there than either of us realizes.

Mr. MILLS. If you are talking about what is going on out in the hinterland among our States, I would say that we have more cooperation than you fully realize or many realize. I think sometimes the concept of lack of cooperation may exist right here in this city. I am proud, as far as the work that Gene and his group have done. I think we have touched bases with so many organizations that are basically in agreement with this piece of legislation.

I am particularly pleased with the work we have done with at least the organizations I have dealt with in the industrial and business communities. I have worked for 3 years with the Business Roundtable, the Associated General Contractors, the National Institute for Automobile Service Excellence. These large groups—National Association of Manufacturers—I would have to say the Florida Association of Manufacturers. I don't know whether I can speak for the whole Nation. In each of these instances, we are going down the same path together. We think we know what the problems are in terms of serving people and the needs of the community and we are supporting each other on it.

I think you have got that kind of support. I can tell you that has taken place in a large number of the States. There will be problems, as I said before, among certain people. People take stances on things and some of them are hard to move, but the climate is good out there as far as I am concerned, sir.

Mr. BOTTOMS. I would say that the one thing I learned is there is no such thing as perfect legislation and that we have closed some gaps and you will hear there are still areas of disagreement. We are committed to work with this committee as additional issues are refined and stated, to look at ways to work through those. We think it is time we have a new VOCTEC reauthorizing piece of legislation and we think the time is now.

Mr. GOODLING. Thank you, Mr. Chairman.

Mr. KILDEE. Thank you, Mr. Goodling.

Mr. Andrews.

Mr. ANDREWS. No thank you. I am sorry I am late.

Mr. KILDEE. I thank the panel.

We do recognize, in conjunction with the last question that this is Capitol Hill and not Mount Sinai. We appreciate your input this morning.

Is Congressman Boehlert present?

[Prepared statement of Congressman Boehlert follows:]

PREPARED STATEMENT OF HON. SHERWOOD L. BOEHLERT, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW YORK

I come before you today to express my strong support for H.R. 4164, the Vocational Technical Education Act of 1983. This measure is an essential tool for rebuilding our economy.

The importance of such a bill was brought home to me with particular force at a recent national conference I co-chaired entitled "Shaping the Work Force of the Future".

The Oct. 19 conference, organized by the Northeast-Midwest Congressional Coalition and held here on Capitol Hill, brought together experts on unemployment from around the country.

These experts differed on many things. But on one idea there was resounding agreement: Improving education and training is perhaps the single most important step goverment can take to rebuild that economy.

The experts reasoned that in the coming decades the skills needed to get and keep a job will change with ever greater rapidity. The key to success for an individual and for the economy as a whole, therefore, will be flexibility. And, they said, the availability of quality education and training for all Americans is the surest way to provide that flexibility.

It seems to me that H.R. 4164 is precisely the type of measure the experts were promoting. This legislation would ensure that the nation focuses its attention of vocational education and has the funds to create and maintain high quality programs.

This bill would guarantee the quality of vocation programs not only by ensuring that they can be adequately funded, but by developing them soundly.

The bill keeps the primary decision making about vocational education where it belongs—at the state and local levels. These are the levels at which officials have the best understanding of an area's educational and employment needs.

The bill also emphasizes—and this is essential—the need to coordinate vocational education planning with private industry. Obviously, we accomplish nothing when we train students for jobs that do not exist. And we also miss an opportunity when we do not structure vocational education programs in a way that helps attract new businesses to depressed areas.

I'm also pleased with the bill's stress on coordination with Job Training Partnership Act (JTPA) programs. The JTPA's approach of public-private cooperation makes it the most promising long-range jobs program we have seen in a long time.

Finally, I'd like to commend the bill's drafters for making specific provision for adult training and retraining. This was a specific need that was highlighted at our jobs conference.

The changes in our economy wrought by technology have turned many longtime, dedicated employees into the "long-term unemployed." This is not only a drag on our economy, it is a personal tragedy.

These people, who have families depending on them, are filled with bewilderment, anger and despair. And the disruptions that have created this situation are only likely to intensify in the years ahead.

That's why it's so vital that any vocational education bill recognize the needs of these dislocated workers. This bill does.

For all these reasons, I urge the Subcommittee, and the full Committee to report this bill as swiftly as possible.

STATEMENT OF JOAN PARENT, PRESIDENT, NATIONAL SCHOOL BOARDS ASSOCIATION

Ms. Parent. Thank you, Congressman. We are pleased to have this opportunity to testify on vocational education.

NSBA believes that if at the Federal level a major choice is being made before this subcommittee: Should the program be narrowed to primarily support occupational training or should a more expansive role be taken to clearly recognize the varying kinds of institutions, programs, and students whose vocational education would be improved by an expanded Federal effort?

We support the latter approach.

We make three major points:

First, that at the secondary level, the goals are different than the objectives of the possible secondary and technical institutions. For students 14 to 18, the major goal should be the development of a foundation for work. That foundation should include mathematical language, communications, and problem solving skills associated with a range of occupations beyond the entry level of any particular occupation as well as occupations requiring baccalaureate degrees.

Program successes should be measured by educational achievement. For older youths and adults, the goal should be directed more to the training for special occupations and employment skills.

Secondary education, including the Federal role, should be designed and evaluated with a different set of expectations than possible secondary and technical programs.

Second, the range of students served by vocational education is broadening to include the following: college bound students who are entering emerging occupations and career paths. Special population—the educationally disadvantaged, handicapped, and limited English-speaking students who require special programing. General vocational students and students who may not be able to capture academic concepts in their regular classroom but who can succeed in vocational education at a level above the entry level training.

Third, given the pace of technological change, to support these special programs, including the removal of sex stereotyping, local school districts cannot afford to go it alone. School districts are heavily labor intensive and locked in at substantial fixed costs with only a few percentage points of the budget available for any kind of change, and change in vocational education is expensive.

We highlight six basic criteria. Vocational education at the secondary level should be defined in its educational context and distinguished from programs at other institutions.

A clear statement of Federal purpose tied to innovative programs for special populations and developing the broader and long-term educational and occupational foundation of students.

LOCAL EVALUATION CRITERIA

Funding to local school districts should be pursuant to a Federal formula which would distribute funding on the basis of local enrollments. Local school districts should have full control over their vocational programs. The Federal program should include a priority for equity concerns.

In discussing H.R. 4164, NSBA believes that several adjustments would have to be made to the bill in order to bring it into full harmony with the philosophical points I have mentioned.

H.R. 4164 does present a responsible and realistic approach and, therefore, it warrants our support as a markup vehicle before this House committee.

The statement of purpose contained in the bill is critical because many of the operational provisions are cross-referenced to it. We are pleased that the bill speaks to the academic foundation of vocational students in mathematics, sciences, written and verbal communications. We urge that the same terminology be clearly specified within section 202.

We are pleased that our concern to provide the broader and long-term educational needs of secondary vocational students were addressed in other parts of the bill. The bill carries forward the theme to develop the student's academic foundation in the definition of curriculum materials and in the design of the State plan. However, language should include an academic foundation in written and verbal communications, as well as in science and mathematics.

The State plan must set forth the role and expectations for vocational education in various settings and for various age levels.

Vocational education is not a monolithic activity but a variety of activities. The definition of vocational education should be broadened to include students whose objectives include a baccalaureate degree. We believe that any local assessment should clearly include the academic foundation of students and not just an assessment of their occupational skills.

Since the evaluation of local programs can have a significant bearing on the design of those programs, we are concerned that the specific criteria which are set forth in section 422 is too occupationally directed and do not adequately reflect the full range of other secondary goals, that is, reducing dropout rates, improving test scores in the academic areas, and admission into postsecondary education programs.

In providing for local evaluation, NSBA believes that the evaluation team should be designated by the local school system but consist primarily of persons who are independent to it.

NSBA is pleased that part (e) is funded on a local formula basis. A local formula should enhance as well as more effectively connect Federal purposes with local uses.

In an ideal setting, the same formula approach should be taken in distributing basic grant funds.

NSBA is seriously concerned that as a result of the appropriations process, H.R. 4164 could work to diminish total Federal funding at the secondary level.

The bill establishes six separately funded parts. While the funding of each of those parts promises to increase total Federal funding, we are concerned over the possible results if that promise does not materialize.

Most of the current basic grant funding is directed at secondary schools. Any effort in the appropriations process to level fund the new program by spreading the funds over those parts which do not involve secondary programs will cause secondary programs to lose, especially since the possible secondary set-aside in the basic grant program was increased to 30 percent.

Accordingly, we strenuously urge that some form of protection be placed into the bill to protect secondary funding against inadequate appropriations levels.

NSBA is concerned that the Federal role in education should not be controlled or driven by the untested JTPA. We do support coordination between the programs, but we can support language that makes it clear that such coordination shall not be used to establish a priority funding to eligible recipients under this act.

Since local school districts have been excluded from participation in JTPA, this point should be strengthened in two respects:

It should be made clear that JTPA coordination should not be used as a criteria for establishing eligibility as well as priorities. The plan should describe methods for coordination between the Vocational Act and the JTPA and not make such coordination the sole burden of vocational programs, as currently stated.

NSBA is committed to providing special emphasis programs for the disadvantaged, the handicapped and limited English speaking populations, as well as programs to eliminate sex stereotyping.

To that end, we support the creation of a separate part (e) to insure highly visible attention for these students.

Thank you for the opportunity to be here.

Mr. KILDEE. Thank you very much.

[Prepared statement of Joan Parent follows:]

PREPARED STATEMENT OF M. JOAN PARENT, PRESIDENT, NSBA, NATIONAL SCHOOL BOARDS ASSOCIATION, WASHINGTON, D.C.

INTRODUCTION

I am M. Joan Parent, President of the National School Boards Association (NSBA) and serve on the Foley, Minnesota School Board. I am pleased that we can submit this testimony to the House Subcommittee on Elementary, Secondary, and Vocational Education. The National School Boards Association is the only major education organization representing school board members who govern the nation's public school districts. Throughout the nation, approximately 90,000 of these individuals are Association members. These people, in turn, are responsible for the education of more than 95 percent of the nations's public school children.

Current marking its forty-fourth year of service, NSBA is a federation of state school board associations, with direct local school board affiliates, constituted to strengthen local lay control of education and to work for the improvement of education. Most of these school board members are elected public officials. Accordingly, they are politically accountable to their constitutents for both education policy and fiscal management. As lay unsalaried individuals, school board members are in the rather unique position of being able to judge legislative programs purely from the standpoint of public education, without consideration to their personal professional interest.

For years, vocational education at the secondary level has played a significant role in developing the longer-term educational and occupational future of millions of American youth. Given the changing nature of work, and the pressures which those changes place on student preparation, vocational education is now in a period when an expansive federal role should be undertaken at the secondary education level to support innovation and program modernization. To that end, federal programs should be designed to improve our capability to serve the broad spectrum of America's students in high quality vocational education programs and courses. The group of students requiring vocational services should include those who are college bound, educationally disadvantaged, limited English speaking, handicapped, as well as those students who have traditionally sought the benefits of vocational education.

At the same time, we recognize that secondary vocational education and the notion of an expansive federal role, has its critics. The Administration's bill, for example, would diminish the relative federal role in secondary vocational programs—and then narrow the primary focus to occupational training for target populations. NSBA does not support this type of limited approach.

In essence, the Committee is being presented with a major choice of direction for the federal vocational education program as it is now authorized and administered.

In urging a comprehensive federal program at the secondary level, our testimony will be directed at clarifying some of the conceptions about secondary vocational programs. We believe that secondary vocational education, including the role of the federal government, should be carefully defined and distinguished from the needs and goals of age-groups which are served by other education and training programs. In addition, we would like to highlight those legislative criteria which, we believe, will result in an effective federal program. In this manner, we hope to define what NSBA means when we speak of a "comprehensive program." Finally, we will comment on H.R. 4164 from the standpoint of how it fits within our concepts and criteria for legislation.

PART A: GENERAL CONCEPTS ABOUT SECONDARY VOCATIONAL EDUCATION

Concept No. 1. At the secondary level vocational education should be regarded as an educational program (including occupational components)—and it should be evaluated as such.

There is a tendency to think of vocational education in stereo-typic terms. Regardless of whether the picture is one of the traditional shop or the more contemporary laser lab, some observers equate vocational education with training for specific work skills. Once that parallelism is drawn, then the design of programs and how they are evaluated will be tied to the student's first job (for which he was trained)—and the extent of the employer's satisfaction with the students' performance. While an approach based on this type of occupational or labor market outcome may be appropriate for adult programs, older youth, or special situations (e.g. training for the handicapped and certain educationally disadvantaged youth), we believe that the objectives for secondary students—and therefore the measures for success—should be more encompassing.

At the secondary level, the major goal for most vocational students should not be limited to specifically training them for those entry level jobs which happen to be available in the local market during a particular school year. Rather, the goal should be to provide students with a more comprehensive and enduring foundation for work.

In addition to being able to obtain employment, that foundation should prepare secondary students to exercise career options beyond the entry level, as well as to prepare them for further training whether it occurs at community colleges or at four year postsecondary institutions—or by business. Specifically, that foundation should include the mathematical, language, communication, and problem solving background that is associated with the mastery of a range of occupations—beyond the entry level in any occupation. As such program success should be measured, in part, by educational achievement—which is a very different measure than whether the student landed the job.

As compared with a training program, an education program must meet a much higher standard in that both the long term educational needs of the student must be met, as well as the short term occupational needs of landing the first job and gaining the satisfaction of the first employer. As an educational program we are also interested in the student's second job and second employer.

In summary, vocational education should form the foundation for a lifetime of work including success on the first job. This is part of what we mean when we say that there is a federal interest in keeping vocational education firmly directed toward education goals as contrasted to training objectives.

Concept No. 2. Vocational education should be available to a broad range of students

As we noted earlier, one approach to secondary vocational education—at least in terms of the federal role—is for the program to serve primarily the entry job level needs of special populations. We agree that entry level preparation for disadvantaged youth is a crucial function. However, at the same time the scope of vocational education should reach other categories of student's as well. Four examples come to mind to demonstrate the scope of vocational education. First, we anticipate that the coming technological era will generate an expansion in the number of "vocational" careers which will be built upon a four year college experience. Hence, the sharp line which currently separates the so-called vocational and academic "tracks" will blur in certain areas. Second vocational education should serve those students whose ability to capture academic concepts in the regular classroom setting may be limited (although they may not be disadvantaged)—but who can achieve in a vocational instructional setting.

Third, populations who suffer from some form of disadvantaged condition should not have their vocational opportunities limited to training for entry level jobs and job-seeking activities. In other words, where appropriate, economically disadvantaged and handicapped students should have the opportunity to reach higher vocational levels, rather than being placed on a track of under-achievement. Fourth, as requirements for high school graduation in English and math increase, vocational students should not face the uncomfortable choice between less high school vocational education on the one hand—and not making the academic grade on the other. These students should have a vocational program that incorporates higher academic standards.

At the same time, we recognize that the scope of secondary vocational education at the local level and the appropriate federal role are not necessarily interchangeable. This takes me to our third concept.

Concept No. 3. Secondary vocational education requires assistance from the federal level for the purposes of innovation, modernization, and target populations

At minimum, the federal government should support those activities which only it can provide a (e.g. financing research, information dissimination, and pilot projects which identify and respond to national trends). Further, the federal government should support the capacity of school systems to build effective contemporary vocational education programs. Minimally, it should help finance activities and situations where local units (a) do not have the resources to do so on their own and (b) need greater encouragement and stimulation to meet national goals and trends.

In has been argued that the federal government's role in vocational education has out-lived its usefulness because state and local funding out match federal funding by at least eight dollars to one. However, it should be realized that school district operations are highly labor intensive. Indeed, over 70 percent of most school district budgets are tied to staff salaries. After accounting for fixed costs, such as fuel charges, most districts do not have discretionary funding beyond a few percentage points of their budget to innovate, replace outmoded instructional material (and equipment) re-design curriculum and so on. Because vocational programs are so much more expensive than other classroom programs, it is partiularly difficult to achieve the kind of timely changes that are necessary. Consequently many vocational programs do not change, not because the school district does not wish to change but because they do not have the resources to do so even if they wished to do so. To make the significant program and facility changes that are needed, school districts will need assurance that the resources will be available to make those changes.

Generally, school districts need federal assistance for the allowing types of activities:

To revise vocational curriculum to reflect the broader and longer term market place, and to sequence their programs with the programs and standards of community colleges and four year institutions.

To update teaching requirements, including inservice training programs to upgrade the existing teaching force.

To ensure that guidance and counseling programs stay abreast of major employment trends (short and longer term) in the local, state, regional, and national markets.

To replace obsolete equipment so that students can learn concepts and applications which are tied to contemporary work settings.

To utilize resources form local business to modernize teacher skills, to avail themselves of contemporary equipment and materials, and to obtain practical advice in developing curriculum.

To experiment and operate pilot education programs so that more effective ways to deliver vocational education instruction can be developed.

To support programs for higher cost target populations (including programs to remove sex stereotyping as well as programs for students who are educationally disadvantaged, handicapped, or who have limited English speaking ability) so that access and equity to quality vocational education programs is available to all students.

PART B: CRITERIA FOR A FEDERAL SECONDARY VOCATIONAL PROGRAM

In urging a comprehensive federal role to support the activities of local school districts, NSBA recommends that the Committee include six key components in its bill—each of which is summarized below.

1. A definition of secondary vocational education

Earlier in our statement, the point was made that vocational education at the secondary level must be distinguished from (but related to) programs at the post secondary level. The definition of secondary vocational education should include.

(a) Programs which prepare the student for a career.

(b) Programs which prepare the student to pursue a career requiring post secondary education, including a baccalaureate degree, or other instruction.

(c) Programs which develop the academic foundation of the student (e.g. math, communication and problem solving skills) in a manner which supports longer term occupational objectives, including the eventual pursuit of careers requiring post secondary education.

2. A statement of the federal purpose in secondary education

In order to avoid some of the confusion which currently is associated with the purpose of the federal program, the legislation should clearly define the reason that the federal government has a role in secondary vocational education. Consonant with the three general concept points which we made earlier in our statement, the federal purpose must include institutional support to school systems for:

(a) Innovation and modernization of programs, as well as the capability to explore directions through the use of pilot programs.

(b) Programs for special populations (including the increased costs to maintain such programs) and

(c) Activities to develop the educational and occupational skills of students to meet short-term and long term career needs.

3. Local evaluation criteria to ensure that the federal purposes are being met and that programs are appropriate for the secondary student

At the secondary level it may be appropriate, in the case of some students, to measure program success on the basis of whether the student found an entry level job. However, the evaluation of local scondary programs should be (also) tied to the following criteria:

(a) The reduction of drop-out rates of students in vocational educational programs as compared to students in other programs.

(b) The general improvement of student performance on test scores in academic areas.

(c) The improvement of general and specific job competencies of students enrolled in vocational programs.

(d) The admission of vocational students into community college and to 4 year programs.

(e) The extent to which vocational education and programs utilize the resources of private industry.

4. Funding formula to local school districts should be made pursuant to a local student count

For secondary programs, each state's allocations should be redistributed to local school districts in proportion to local enrollment—with a weighting factor for those districts with high concentrations of disadvantaged students.

NSBA supports the notion of a federally designed local formula as a means of (a) identifying federal dollars in the school system (and the purposes to which they are tied) (b) reducing the uncertainty and lack of program integration that is associated with project grants and (c) recognizing and supporting the reality that, program innovation and modernization, as well as more generalized assistance for target populations, should be an on going process for all school systems—and not an activity which is tied only to the grant cycle.

5. Local school districts should have full control over their vocational programs

NSBA believes that secondary vocational programs should be developed and operated in a manner which involves the resources and advice of other institutions and service delivery systems. However, we also believe that ultimately it is the local school district that must decide what type of program best serves the overall educational interest of the student.

In recent months we have been concerned over a number of suggestions that would (a) extend the advisory role of local businesses into actual program determinations and (b) create funding preferences and impose conditions to subordinate the use of federal vocational funds to the operation of the Job Training Partnership Act.

With respect of the role of business, we believe local business will productively serve vocational programs. However, where 14 to 18 year olds are concerned care must be taken to ensure that programs will be broader than the training of students for immediate local job market needs.*

The Job Training Partnership Act promises to be a positive force in the development of job skills for people who may otherwise be unemployable. Since JTPA can serve youth, the question raised is what should the relationship be betwen JTPA and vocational education—including the federal role. In this regard we have four points to make. First, because the federal role in vocational education should serve a broad base of students (including disadvantaged youth), the main function of the federal vocational program should not be the operation of JTPA programs. Second, in the event that the federal vocational law places varying kinds of institutions into competition with each other (e.g. secondary schools, technical schools etc.) any effort to give preferences to those institutions which run JTPA programs or which pattern their program on JTPA would be inappropriate because (a) local school districts have been substantially excluded from JTPA and therefore would per force be excluded from the vocational program and (b) local school districts should not be encouraged to set aside appropriate educational goals in order to obtain or retain federal vocational funding. Third, while NSBA believes that coordination between the vocational program and JTPA should be encouraged (where appropriate), at the secondary level JPTA programs should be coordinated with secondary programs and not visa versa. Fourth, while JTPA promises to be a successful program, it is still untested. Accordingly, we believe that the future of the federal role in vocational education should not be tied inextricably to the JPTA delivery system.

6. The federal role should include a priority for equity concerns

Throughout our testimony we have advocated that the federal role must support special programs for target populations, including students who are educationally disadvantaged, handicapped, or who have limited English speaking ability. Given the high costs of special programs for those students, as well as the lack of school district funds (particularly in those districts in which such students reside in high concentrations), federal funds should be usable for both maintenance and development purposes. In order to give a proper priority for special populations, the entire authorization for vocational education should be greatly expanded with a viewed toward (a) allowing such expenditures under the basic program and (b) creating a separate part or title which is committed solely for those special populations.

Finally, not only has the nature of the workplace changed at a rapid pace, so have the opportunities for women. At the secondary level, federal funding should support programs to help orient guidance counselors and teachers to the special needs of female students in their choice of careers and in their preparation for the job market.

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*This is not to say that many business people are unresponsive to the broader educational development of students, but only the ultimate program determinations must reside with the school system.

7. Other areas of major concern for secondary education

In recommending an expanded and defined federal role for secondary vocational education, it is clear that overall funding for the federal program should be greatly increased. Funding for vocational education has been relatively stagnant over the years; and, in real dollars the level of funding has diminished. Accordingly, we urge the committee to significantly increase authorization levels.

NSBA is totally opposed to any effort to extend the non-public school provisions beyond the level of participation currently contained in Vocational Education Act. In this regard, we urge the Committee to extend the existing compromise language.

PART C: OVERVIEW OF H.R. 4164

At this time I would like to turn to H.R. 4164—which was introduced by Chairman Perkins and several members of the subcommittee on October 19th. NSBA does believe that several adjustments would have to be made to the bill in order to bring H.R. 4164 into full harmony with the philosophical and operational framework which I outlined earlier. However, as a general position H.R. 4164 does present a responsible and realistic approach, and; therefore, it warrants support as a mark-up vehicle before the House Committee.

The remainder of my comments on the bill will address how H.R. 4164 fits within our framework; and, where it needs amendment in order to make it an ideal federal delivery system for secondary vocational education at the school district level.

1. A definition of secondary vocational education/statement of federal purposes

Unlike many pieces of legislation, the statement of purpose contained in this bill is critical because many of the operational provisions are cross-referenced to it. In this regard, we are pleased that section 101(b)(3) speaks to the "academic foundation of vocational students in mathematics, science, written, and verbal communication". While the permissible uses of Basic Grant funding, which are set forth in section 202, are broad enough to encompass this key educational concept, we urge that the same terminology be clearly specified within section 202 as well.

We were pleased that our concern to provide for the broader and longer-term educational needs of secondary vocatioanl students were addressed in other parts of the bill. That is, the bill carries forward the theme to develop the student's academic foundation in the definition of curriculum materials (sec. 451(6)) and in the design of the state plan (sec. 411(c)(2)(C)). However, with respect to the latter provision the language should include an academic foundation in "written and verbal communications", as well as "science and mathematics".

We were also pleased that the state plan must set forth the role and expectations for vocational education in various institutional settings and for the various age levels. This requirement should help clarify that vocational education is not a monolithic activity—but a variety of activities to meet a broad range of needs for individuals at different stages of their educational and occupational development. However, the definition of vocational education (section 451(25)) should be broadened to include students whose occupational objectives include the attainment of a baccalaureate degree.

While the three year local plan (sec. 413) is referenced back to statement of purposes, we believe that any local assessment (at least at the secondary level) should clearly include to "the academic foundation" of students, and not just an assessment of their occupational skills (at least for the secondary level).

2. Local criteria

Since the evaluation of local programs can have a significant bearing on the design of programs—as well as on which local applicants actually receive grants, great care needs to be taken in dealing with the evaluation section of the bill (section 422). While section 422 does tie local program evaluation to the statement of purposes, we are concerned that the specific criteria which are set forth are too occupationally directed—and do not adequately reflect the full range of other secondary goals: e.g. reducing drop-out rates, improvement on test scores in the academic areas, and admissions into community college and four year programs and improvement in general competencies.

In providing for local evaluations, the state should play a role within the framework of the state and local plans. However, NSBA believes that the evaluation team should be designated by the local school system—but consisting primarily of persons who are independent of it.

3. Funding formula to local school district/protection for secondary programs

NSBA was pleased that Part E—which deals with special populations would be funded on a local formula basis. For the reasons set forth earlier in our statement, a local formula should enhance as well as more effectively connect federal purposes with local uses.

In an ideal setting, the same formula approach should be taken in distributing basic grant funding to local school districts.

However, regardless of whether the basic grant program contains a local formula, NSBA is seriously concerned that, as a result of the appropriations process, H.R. 4164 could work to diminish total federal funding at the secondary level.

The reason is that the bill establishes six separately funded parts. While, the funding of each of those parts "promises" to increase *total* federal funding, we are concerned over the possible results if that promise doesn't materialize. Specifically, since, under current law, most of the basic grant funding is directed at secondary schools, any effort in the appropriations process to "level fund" the new program by spreading the funds over those parts which do not involve secondary programs (e.g. Part D for High Technology and Part F for Adult training)—will cause secondary programs to lose (especially since the post-secondary set aside in the basic grant program was increased to 30 percent). In other words, in moving to a new program, we see the secondary level taking all the "risks" on the "chance" for new money. Accordingly, we strenuously urge that some form of protection be placed into the bill to protect secondary funding against inadequate appropriation levels.

4. Local control

As noted earlier, NSBA is concerned that the federal role in education should not be controlled, or driven, by the untested JTPA. Although we do support coordination between the two programs. In this regard, we can support the manner in which this coordination was treated under Part E (sec. 243). Correctly, section 411(c)(6) makes it clear that "such coordination shall not be used to establish priority for (3)(C) funding to eligible recipients under this Act." However, since local school districts have been excluded from participation in JTPA, this point should be strengthened in two respects. First, it should be made clear that JTPA coordination should not be used as a criteria for establishing eligibility as well as priorities. Second, the plan should describe methods for coordination between the vocational act and JTPA and not make such coordination the sole burden of the vocational programs as it is currently stated.

5. Federal priority for equity concerns

While NSBA supports the concept that the federal government should support a broad range of student needs at the secondary level, we are committed to providing special emphasis program for disadvantaged, handicapped, and limited speaking populations, as well as programs to eliminate sex stereotyping. To that end, we support the creation of a separate Part E to ensure highly visible attention for these students.

CONCLUSION

There is as strong a federal interest in vocational education as there is in any federal program to provide for the overall-economic well-being of the nation. Unfortunately, the current federal program has not been funded in a manner which recognizes that fact. We urge the Committee to reauthorize the program with an expansive view. Accordingly, the secondary vocational component should be clearly defined and structured as to provide for the broad spectrum of students whose personal growth and economic contribution will be enhanced from a renewed federal effort. In this regard, with appropriate amendments, we believe H.R. 4165 presents a satisfactory mechanism for extending the federal role.

Thank you for the opportunity to testify.

Mr. KILDEE. Joyce Holmes Benjamin.

STATEMENT OF JOYCE HOLMES BENJAMIN, MEMBER, OREGON STATE BOARD, REPRESENTING NATIONAL ASSOCIATION OF STATE BOARDS OF EDUCATION

Ms. BENJAMIN. For the record, sir, my name is Joyce Holmes Benjamin. I am a partner in a Portland, Oreg., law firm, called Benjamin, Wagner, Chapman & Farley, and I am a member of the

Oregon Board of Education. My real role here is as chairman of the Governmental Affairs Committee of the National Association of State Boards of Education.

We represent educational policymaking bodies in nearly all States, the District of Columbia, and the U.S. trust territories. In most States, our members are also designated by law as the State board of vocational education, with heavy responsibilities in this area. In fact, in 42 of the States, we are the State board of vocational education, along with the State board of education.

We, therefore, wish to thank you, Mr. Chairman, for your leadership and the leadership of this committee and for the opportunity to testify today on H.R. 4164. Earlier this year, we came before this panel to discuss issues of importance to our member boards in the reauthorization of vocational education.

I would like first to stress today, as we did then, that vocational education is central to the following national concerns.

Much of the productivity of this Nation depends upon increases in our citizens' skills and knowledge. Our military and our defense industries depend upon employing more well-trained individuals in order to provide for our national security.

Large numbers of unemployed workers drain our economy and cripple families and communities. Workers who are victims of structural unemployment, however, must be provided with retraining opportunities.

I think all of us are aware of the unemployment rolls and know that many of these young people and older people have been trained for one job and are now in desperate need of retraining as industries have shut down.

We are particularly conscious of this with the wood products industry in Oregon.

Our quest for equity and our need to capture the talents of all of our citizens demands that we continue to provide equal training opportunities to all children, all adults disadvantaged, to women, to the handicapped, and to students and those who have little or no command of English.

In regard to these broad concerns that guide our views, we cannot but apply the way that they have been reflected in this measure.

If you will permit me, I would like to cite briefly some of the ways in which they have been translated into provisions of this bill, so we may encourage their ultimate adoption.

We urged earlier this year that displaced workers be included as beneficiaries of vocational training. Your measure permits this, where appropriate, at the State's discretion.

Although we have no doubt there will be scattered criticisms at times of some retraining programs, it is critical to provide these opportunities, where necessary, and to keep improving the delivery of these services and the necessary coordination with separate Job Training Partnership Act programs.

I was interested in the questions, I believe, Mr. Goodling directed earlier. I would say in Oregon, we certainly aren't perfect. We are making efforts at coordinating the JTPA programs and the regular existing programs in our community colleges and our voc ed training programs, Mr. Goodling.

We also called for stronger links between vocational education and employers. Your measure rightly adds incentives to business, industry, and the vocational education system to bring this about.

Similarly, we called for retraining of vocational education teachers, for both the newest technologies and to enhance teaching of basic academic subjects in vocational programs.

Your measure envisions important inservice and preservice training for vocational education teachers and also encourages the teaching of basic math and science.

I would suggest, perhaps, that the committee staff might look at including throughout the bill provisions for training in communication skills, specifically in their own language.

There are some references, but some places in the bill you use math and science and some places it talks about math, science, language, and art. We have to make sure we do not lose track of those with special needs.

We cannot emphasize the importance of this enough. We are not among those who believe that striving for quality and equality forces us to make a choice between the two. It is obvious it is important that we must have both quality educational programs and access and equity for people in this country to those programs.

When all this is said, however, we are compelled to express some concerns. Some of the administrative requirements it contains bothers us. These may seem minor by comparison with the measure's commendable substantive provisions, but they are the kinds of requirements that cause unnecessary distractions for our members from the program's critical purposes.

We have in mind, for example, the Federal determination to force States to create various bodies not necessarily required by State laws. Consider the State advisory council mandated in this measure.

The State board is already required to hold public hearings on its vocational educational plan—hearings at which all interested parties can present their views.

And as you may know, in many States, Federal funds must also go through a legislative hearing process at the legislative level within the State in order to be actually spent.

That is true in Oregon. So we have a series of hearings upon the same general issues.

We do not see why the State board must then meet separately with most of these same parties in the form of a State advisory council. This is a way to drain precious time and spend precious funds.

We spend $8 million for the State advisory councils simply for duplicative advice. We are sensitive to the need to consult about all those affected by vocational programs. We just think it should be done once, not twice.

Another function of the State advisory council through review of education programs and the relationship to Job Partnership Act programs is also redundant. State Departments of Education already review vocational education efforts and keep track of how they interact with JPTA.

Why do we need a separate council mandated from Washington to duplicate these services? Why not simply let our State Department report their findings to our State boards, as it does in other areas, and let all these recommendations be open for comment and advice by the annual public hearings?

We do not believe that the additional layers of bureaucracy envisioned in the measure would help achieve its goals. This is one area where we would prefer the administration-backed bill, S. 1039, which does not require either State or local advisory committees, but leaves this matter to the discretion of State and local education agencies.

Similarly, we are troubled by the list of set-asides in the measures, provisions which restrict States from tailoring their programs to their specific needs. There are set-asides for State occupational information coordinating committees and for a new advisory committee on research and program improvements.

There are set-asides for consumers and home economics and for guidance and counseling.

We urge that each State be permitted to choose how best to spend these moneys and that each State be judged by the outcome resulting from the expenditure of funds, but by how many new committees it has created or the specific areas it has funded according to a plan established in Washington.

Then, gentlemen, I had a question I wish to raise. Last night, as I was reviewing the bill, which we have just reviewed, and comparing it with the present legislation, I noticed a change in the language which, to me, appears significant, and it appears to me that the new language would force each State to create a separate State board of vocational education.

I call your attention to the old act, section 104(a)(1), which says, "Any State desiring to participate in the programs authorized by this act shall, consistent with State law, designate or establish a State board or agency."

The new act says that "any State desiring to participate shall, in a manner consistent with State law, establish or designate"—it flips the words—"a State board of vocational education, which shall be the sole State agency."

The addition of the words vocational education and putting establish in front of designate, to me is bothersome.

It also requires the appointment of a State director of vocational education instead of leaving that to the State board of education. And I should tell you we have an assistant superintendent in charge of vocational education.

And it also requires that our State board convene 4 times a year to discuss vocational education. We actually have vocational education on our agenda 12 times a year, but I wonder if the Federal Government intends that each State be forced to create a State board of vocational education.

Separate from the——

Mr. Kildee. We appreciate your raising that question. I am not sure that was the intent, but I think it is important you raise the question, and we will look into that very carefully.

Ms. Benjamin. Thank you very much for your courtesy. I am a long way from Washington, D.C. in the State of Oregon——

Mr. Kildee. My point is that I think a question coming from the panel is very often as productive as a question coming from the member of the subcommittee. So I appreciate your question very much. It is very appropriate.

Ms. **Benjamin**. Thank you.

I would like simply to close, and I will close in two sentences.

We do commend this bill. We hope that our staff and our members could work closely in seeing that a better version comes out. We are pleased with the intent of the Congress and this committee in vocational education.

[Prepared statement of Joyce Holmes Benjamin follows:]

PREPARED STATEMENT OF JOYCE HOLMES BENJAMIN, NATIONAL ASSOCIATION OF STATE BOARDS OF EDUCATION, ALEXANDRIA, VA.

My name is Joyce Holmes Benjamin. I am Chairman of the Governmental Affairs Committee for the National Association of State Boards of Education which represents education policymaking bodies in nearly all states, the District of Columbia and U.S. Trust Territories. In most states, our members are also designated by law as the State Board of Vocational Education, with heavy responsibilities in this area. We therefore wish to thank you, Mr. Chairman, for your important leadership in this field and for the opportunity to testify today on H.R. 4164.

Earlier this year, we came before this distinguished panel to discuss issues of importance to our member boards in the reauthorization of vocational education legislation. I would like, first, to stress today, as we did then, that vocational education is central to the following national concerns:

1. Half of the productivity of this nation depends upon increases in our citizens' skills and knowledge.
2. Our military and our defense industries depend upon employing more well-trained individuals in order to provide for our national security.
3. Large numbers of unemployed workers drain our economy and cripple families and communities; workers who are victims of structural unemployment therefore must be provided with retraining opportunities.
4. Our quest for equity and our need to capture the talents of all our citizens demand that we continue providing equal training opportunities to the disadvantaged, to women, to the handicapped and to students who have little or no command of English.

In regard to these broad concerns that guide our views, Mr. Chairman, we cannot but applaud the way they have been reflected in this measure. If you will permit me, I would like to cite briefly some of the ways in which they have been translated into provisions of the bill, so we may encourage their ultimate adoption.

We urged earlier this year that displaced workers be included as beneficiaries of vocational training. Your measure permits this, where appropriate, at the state's discretion. Although we have no doubt that there will be scattered criticisms at times of some retraining programs, it is critical to provide these opportunities where necessary and to keep improving the delivery of these services and the necessary coordination with separate Job Training Partnership Act programs.

We also called for stronger links between vocational education and employers. Your measure rightly adds incentives to business, industry and the vocational education system to bring this about.

Similarly, we called for retraining of vocational education teachers for both the newest technologies, and to enhance teaching of basic academic subjects in vocational programs. Your measure envisions important inservice and preservice training for vocational education teachers, and also encourages the teaching of basic math and science.

Finally, the measure is replete with efforts to ensure that we do not lose track of those with special needs. We cannot emphasize the importance of this enough. We are not among those who believe that striving for "quality" and "equality" forces us to make an "either/or" choice between the two.

When all this is said, however, we are compelled to express concerns not about the aims of this bill, but about some of the administrative requirements it contains to carry them out. These may seem minor by comparison with the measure's commendable substantive provisions, but they are the kinds of requirements that cause unnecessary distractions for our members from the program's critical purposes.

We have in mind, for example, the federal determination to force states to create various bodies not necessarily required by State law. Consider the State Advisory Councils mandated in this measure. The State Board is already required to hold public hearings on its vocational education plan, hearings at which all interested parties can present their views. We do not see why the State Board must then meet separately with most of these same parties in the form of a State Advisory Council; this a way to drain precious time and spend precious funds—$8 million for the State Advisory Councils—simply for duplicate advice. We are exceedingly sensitive to the need to consult with all those affected by vocational programs; we just think it should be done once, not twice.

Another function of the State Advisory Council, to review vocational educational programs and their relationship to Job Training Partnership Act programs, is also redundant. But State Departments of Education already review vocational education efforts and keep track of how they interact with JTPA. Why do we need a separate council, mandated from Washington, to duplicate these services? Why not simply let the State Departments report their findings to the State Board, as they do in all other areas, and let all these recommendations be open for comment and advice at annual public hearings? We do not believe that the additional layers of bureaucracy envisioned in the measure would help achieve its goals. This is one area where we would prefer the administration-backed bill, S. 1039, which does not require either state of local advisory committees but leaves this matter to the discretion of state and local education agencies.

Similarly, we are troubled by the list of set-asides in the measure, provisions which restrict states from tailoring their programs to their specific needs. There are set-asides for State Occupational Information Coordinating Committees and for a new Advisory Committee on Research and Program Improvement. There are set-asides for Consumer and Home Economics and for Guidance and Counseling. We urge that each state be permitted to chose how to best spend these monies—and that each state be judged by the outcomes resulting from the expenditures of funds, not by how many new committees it has created or the specific areas it has funded according to a plan established in Washington.

We do not intend any of this to detract from the overall importance of this measure. We believe that it breaks important new ground in the area of vocational education and that it will help lead this nation toward greater strength at home and abroad. Our members would simply like to be able to devote as much time and energy as possible to help it achieve its goals.

I would like to thank you again, Mr. Chairman, for this opportunity to testify. Our staff stands ready to work with your committee in any way we can to assure that the purposes of this measure are achieved.

Mr. ANDREWS [presiding]. Next, we are pleased to have Bill Pierce, who is executive director of the Council of Chief State School Officers.

STATEMENT OF WILLIAM F. PIERCE, EXECUTIVE DIRECTOR, COUNCIL OF CHIEF STATE SCHOOL OFFICERS

Mr. PIERCE. Thank you, I am William Pierce, executive director of that council. Under the assumption that my entire statement will be entered into the record, I would like to summarize some of the major points this morning.

In March 1981, the Council of Chief State School Officers adopted a consent paper on vocational education that contained those features of an improved vocational education program that they felt was terribly important.

I would like to commend Gene Bottoms and his staff for working and reaching out to all of us in the education community in trying to insure that the concepts that our council had adopted and others are incorporated into this piece of legislation.

However, there still are some provisions and some processes which we feel can be further refined and improved, and my testimony this morning will attempt to point those out.

We think H.R. 4164 is an ambitious, creative attempt at significantly rewriting the vocational act and the Council of Chief State School Officers is among those organizations which feel that the time has come to rewrite and remodel the Federal act and that, in doing so, the Congress must pay particular attention to defining the Federal purposes in support of vocational education.

As the Federal purposes are defined more precisely, we also suggest that it is no longer appropriate for various provisions of the Federal act to mandate the direction of State and local vocational education programs which are not themselves part of the Federal effort.

The council believes that an appropriate Federal role in vocational education should be based on the clear identification and articulation of national concerns and specific Federal purposes are goals for the program.

And, as I have indicated, we believe that it is time to make a clear distinction between the Federal vocational education program and that operated at the State and local levels. It is our hope that this legislation will accomplish that objective.

Although printed copies of the bill have been available for only such a short time, analysis is incomplete. We have identified some general concerns with the bill and some specific recommendations for improvements in it.

Our general concerns revolve around the issues of simplicity, especially of administration, authorization levels, the role of the private sector in supporting vocational education, and funds distribution.

While the council has not endorsed the vocational education reauthorization proposal drafted by the administration, we believe that it is instructive in terms of simplicity. We feel that H.R. 4164 can be restructured in a way that preserves the Federal role and holds States and localities accountable for their use of Federal funds but removes much of the descriptiveness regarding how Federal purposes are to be accomplished.

For example, the recommendations discussed below in our testimony include a proposal for simplifying administration by combining the State plan and the State application along with the proposed simplification of the goals statement.

The council believes that the authorization levels obtained in the bill should be increased or perhaps even replaced by a blanket such sums authorizations.

If separate authorizations are continued, our testimony proposes specific increased authorization levels in some of those programs.

We applaud the increased role for the private sector contained in H.R. 4614. However, governance and responsibility for vocational education programs must be continued within the education system of the States.

Vocational education is part of the large enterprise of education in this country, and not a separate job training effort.

Consequently, we feel it would be extremely inappropriate to assign any sort of operational control to representatives of the private sector.

We do, however, support increased participation by the private sector in the difficult and complex tasks of educating young people and adults for work.

The council believes that in order to accomplish Federal goals for education, the nature of the basic State grant is a State-run program, but provisions for funding areas according to specific needs must be retained.

The imposition of the sub-State distribution formula for basic grant funds would alter drastically the character of the Federal role in vocational education. Instead of a focus on program improvement, the Federal role would become simply that of a minor source of general program aid.

I would like to draw the committee's attention to the fact that our testimony contains specific recommendations pertaining to several parts and sections of this legislation.

As I have said, in the interest of brevity, I will not review these specific recommendations, except to say that they deal with such things as our belief that it is time for vocational education students to be assured of personalized and, therefore, maximized vocational education services through the use of individual employability development plans, that vocational education should focus more on training and retraining of adults, specifically given the structural unemployment problems we face in this Nation, further simplification of data acquisition efforts of advisory councils, and the retention of existing governance structures.

Mr. Chairman, we, as I said earlier, appreciate the opportunity to have worked with the education community in helping to frame this legislation. We think it is a significant step forward.

We pledge ourselves to work with this committee and with the other organization represented here this morning to continue to refine and improve this proposed piece of legislation.

Thank you.

[Prepared statement of William F. Pierce follows:]

Prepared Statement of William F. Pierce, Executive Director, Council of Chief State School Officers

I. INTRODUCTION

Mr. Chairman, I am William F. Pierce, Executive Director of the Council of Chief State School Officers, which I am representing today. The Council is an independent organization of the state superintendents and commissioners of education in the fifty states, six extra-territorial jurisdictions, and the District of Columbia. Members of the Council are the principal public officials responsible for the administration of elementary and secondary education systems in the states, and for the administration of vocational education in most states, as well. As part of the overall education effort in this country, vocational education is an effective way to help young people and adults become trained and retrained for a changing job market.

I am pleased, on behalf of the Council, to have accepted your invitation to comment on H.R. 4164, an ambitious attempt at significantly rewriting the Vocational Education Act. Printed copies of the bill have been available for such a short time that we have not been able to study it in as much detail as we might like. Therefore, while my testimony will focus on recommendations for possible improvements in the bill, I expect that the Council and other organizations will have significant additional comments to make regarding details of the bill as have further opportunity to study it.

My comments today, Mr. Chairman, are based on previous Council positions, including testimony before this subcommittee in June, 1983, in which we have delineated what we believe to be the federal role in education, and in which we have made specific recommendations regarding provisions of any reauthorization of the Vocational Education Act.

The Council is among those organizations which feel that the time has come to remodel the federal act, and that in doing so the Congress must pay particular attention to defining the federal purposes in support of vocational education. As the federal purposes are defined more precisely, we also suggest that it is no longer appropriate for various provisions of the federal act to mandate the direction of state and local vocational education programs which are not themselves part of the federal effort.

The Council believes that an appropriate federal role in vocational education should be based on the clear identification and articulation of national concerns and specific federal purposes or goals for the program. Federal goals for vocational education should be those which transcend yet supplement the immediate concerns of states and localities. While Congress must ultimately decide specific national goals for the program, the Council suggests at least two broad priority concerns at the federal level which lead to a federal role in vocational education:

(1) the need to expand and improve services and activities aimed at historically underserved populations: the economically and educationally disadvantaged, those whose primary language is not English, adults who need retraining, women seeking careers, and those individuals—both male and female—who wish to enter occupations which are nontraditional for their sex;

(2) the need to achieve, as a nation, a trained and productive workforce, representative of the make-up of the whole population; such a need specifically includes both the groups mentioned above and those who are beyond normal school-leaving age and who require a postsecondary educational setting.

II. GENERAL ISSUES RAISED BY H.R. 4164

On balance, we believe that H.R. 4164 goes far toward defining a federal role that is consistent with the national priorities identified by the Council. We do have some general concerns with the bill, and some specific recommendations for improvements in it. Our general concerns revolve around the issues of simplicity, authorization levels, the role of the private sector in supporting vocational education, and funds distribution.

Simplicity.—We commend the authors of the bill for their attempts to simplify the administrative requirements contained in the bill, and for their efforts to make the overall structure of the proposal clear. However, we believe additional simplification can be accomplished without compromising the need to clarify and limit federal purposes in support of vocational education. While the Council does not endorse the vocational education reauthorization proposal drafted by the Administration, we believe that it is instructive on this point: The bill can be structured to a greater extent in a way that preserves the federal role and holds states and localities accountable for their use of federal funds, but that removes much of the prescriptiveness regarding how federal purposes are to be accomplished. Our more detailed comments set forth a proposal for simplifying the administrative sections of the bill in the manner I am describing.

Authorization Level.—The Council believes that the authorization levels contained in the bill should be increased or replaced by a blanket "such sums" authorization, so that debates regarding the approriate level of funding for vocational education can take place in the context of some knowledge of the budget for each fiscal year. If the separate and specific authorizations now in the bill are continued, we believe that at least the following changes should be made for the first year, with similar changes for following years: Sec. 102(a) [Basic State Grant]—$850 million; sec. 102(d) [Industry-Education Partnerships]—$100 million; sec. 102(e) [Programs for Youth with Special Needs]—$600 million; and sec. 102(i) [Required State Level Evaluations and Planning]—$50 million.

Role of the Private Sector—Although in general the Council believes that the imposition of advisory councils and other administrative apparatus stymies the efficient implementation of programs such as vocational education, we applaud the increased role for the private sector contained in H.R. 4164. The governance and responsibility for vocational education programs must be continued within the education systems of the states; vocational education is part of the larger enterprise of education in this country, and not a separate job training effort. In particular, since the federal government provides extremely limited and supplementary funding for vocational education, most of which is funded by states and localities, it would be extremely inappropriate to assign any sort of operational control to representatives of the private sector. At the same time, members of the Council look forward to an increased participation by the private sector in the difficult and complex task of educating young people and adults for work.

Funds Distribution—The Council supports the focus of federal funds on the disadvantaged, as contained in H.R. 4164. We must also keep in mind the nature of the program as supplemental and intended to help make vocational education more effective. The Council believes that in order to accomplish federal goals for education, the nature of the basic state grant as a state-run program with provision for funding areas according to specific needs must be retained. The imposition of a substate distribution formula for basic grant funds would immediately alter drastically the character of the federal role in vocational education: instead of a focus on program improvement, the federal role would become simply that of a minor source of general program aid. In order for federal dollars to achieve their intended effect, the flexibility of states to focus on program priorities and particular activities must be strengthened.

III. SPECIFIC RECOMMENDATIONS—TITLE II

Title II of H.R. 4164 authorizes six separate programs within vocational education. Within these programs there are over sixty "uses of funds." In a perfect world, the Council believes these statements could nearly all be eliminated, since they have much more to do with *how* to achieve the federal purposes than with what is to be accomplished in vocational education. However, the Council recognizes that the vocational education legislation, more than most federal education legislation, helps those in the field to define their goals and methods. At the same time, we believe that it should be made clear in the bill that not all of the suggested activities need be pursued in every instance; that, instead, the "uses of funds" shown are actually options which eligible recipients should consider in determining how they are going to accomplish their goals in vocational education.

Title II, Part A: First, as noted above, the fact that the "uses of funds" shown in sec. 202 are options should be made clear, perhaps by adding a phrase to that effect in sec. 202(a). Second, one of those optional uses of funds should be to support the writing and use of individualized "Employability Development Plans" for vocational education students. Such plans are one of the most promising efficient ways to make vocational education relevant to the needs and abilities of those who have previously not been well served by vocational education.

Title II, Part D: The Council looks forward to the contributions of the private sector to helping young people from all backgrounds obtain training in emerging high technology occupations. Because the program proposed in Part D is new and untried in most areas, the Council believes that the severe limitation on administrative funds in sec. 233(c) is inappropriate and should be eliminated.

Title II, Part E: The Council applauds the additional focus on youth with special needs represented by this new program. The program would be strengthened, in our view, by making these changes:

Sec. 242(b): Include Employability Development Plans as an explicitly permitted "use of funds," and again make clear that the various "uses of funds" are options, not all of which need to be exercised in every assisted program.

Sec. 242(d)(1): The stipulation that 90% of funds under Part E will be made available to eligible recipients is an unrealistic abridgement of the possibilities and capabilities for statewide programing in this area. A greater proportion of funds should be made available for statewide activities.

Sec. 243(a): This subsection should be rewritten to provide an affirmative obligation by eligible recipients to report the methods they are using to encourage coordination of local Job Training Partnership Act (JTPA) programs with vocational education programs. This could readily be accomplished by inserting language similar to that in sec. 253(b)(2) in sec. 243. The Committee may also wish to consider amending the Job Training Partnership Act to require Private Industry Councils to demonstrate the manner in which they are assuring that their efforts are coordinated with vocational education programs.

Sec. 243(b): Provide an affirmative obligation by the State Job Training Council established under JTPA to consult with the State board for vocational education, and to show how it is taking vocational education into account in making its plans.

Title II, Part F: The Council believes that vocational education has much to contribute to the training and retraining of adults. Section 253(a) and (b) should be modified in a manner similar to that suggested for section 243.

IV. SPECIFIC RECOMMENDATIONS—TITLE III

Title III, Sec. 301(VEDS): The Council supports the concept of a national Vocational Education Data System, using uniform definitions, to provide descriptive statistics for accountability and policy. We also strongly support the simplification efforts being introducted in this legislation and its several references to sampling and reasonable cost as being major considerations in the operation of a system. The Council has been consistently opposed to the Vocational Education Data System developed to meet the requirements of Pub. L. 94-480 as a system that was disproportionate in cost and reporting burden compared to the uses of the data collected. We think that the continuing problem associated with the development and implementation of that system and the apparent limited use of the data collected have demonstrated that the concern was justified. We recognize that millions of dollars have been expended by states in attempting to put systems in place to meet the legislative mandate and that some of these systems have innovative and effective components. However, it is our belief that no state has been able to meet the total reporting system requirements in a cost-effective manner. This suggests to the Council that the Secretary should fully involve the respondents in the development of a new system that will take advantage of the strengths of those systems developed and correct the design deficiencies that created the greatest problems for the respondents.

The Council applauds this effort to provide design flexibility in the construction of a simplified system and volunteers the assistance of our organization in meeting that objective.

Title III, sections 304 and 305: Consideration should be given to extending research capabilities in vocational education by integrating the National Center with other research sponsored by the Education Department, probably under the aegis of the National Institute of Education (NIE). The proposed system of regional research centers should be supplemented by allowing consortia of State Education Agencies to be funded as regional centers. The point of these comments is to reinforce the identity of vocational education as part of the larger enterprise of education, and at the same time to help ensure that research and development efforts in vocational education will be field-based.

Title III, section 307: The proposed Advisory Committee on research is unnecessary. As noted above, research and development efforts in vocational education should be field-based. The most effective was to accomplish this goal is to make states and local recipients, working in consortia, eligible to operate research and development activities, and to encourage the Secretary to fund such efforts.

V. SPECIFIC RECOMMENDATIONS—TITLE IV

Title IV, Part A, sec. 401(a): As a part of our concern to simplify federal laws and to provide the maximum possible flexibility to states in discharging their responsibilities under the law, the Council recommends that the language requiring the appointment of a State Director be struck, and that the bill specify only that each state will provide adequate staff.

Title IV, Part A, sec. 401(c): The Council is committed to overcoming sex bias in vocational education and in the rest of education. However, we question whether duplication of effort is encouraged by the requirement for specific full-time personnel in this area, without allowing such personnel to address other equity issues, as well.

Title IV, Part A, sec. 402(a): The State Advisory Council should be appointed by the State Board. We recognize the interest of governors in vocational education, but we believe that the governance of education is separate from general government. We are concerned that this provision of the bill will unnecessarily complicate efforts of the state board to obtain representative and thorough input about vocational planning and program implementation.

Title IV, Part B, sec. 411: The Council believes that the state plan can be simplified and clarified. Currently, the state plan is widely interpreted as a compliance document; instead, we believe that it should be a genuine plan for the activities of the state in achieving the federal purposes in vocational education. In section 411(a)(1), the Council believes that it should be made clear that the state plan is for vocational education programs assisted under the Act. If we are attempting to clarify and narrow the federal purposes within vocational education, we should not confuse matters by asking states to submit to the federal government their overall plans for vocational education activities, possibly including those activities not funded by the federal government.

Title IV, Part B, sec. 411(c)(2): In order to keep the statement of goals more consonant with the statement of purposes for the Act as a whole, and in order to simplify the state plan, the Council proposes that the statement of goals in the state plan be rewritten along the following lines:

Sec. 411(c)(2). Goals to be addressed in the State plan shall include, but not be limited to the areas of ensuring that vocational education programs:

(A) Meet current technological standards for the occupations for which training or preparation is offered;

(B) Are accessible and encourage the participation of women, the disadvantaged, those to limited English proficiency, and the handicapped;

(C) Are of sufficient size, scope, and quality to meet the vocational training needs of all segments of the state's population.

Title IV, Part B, section 412: The State Application can easily be combined with the state plan in order to reduce paperwork and reporting burdens. The Council does not object to filing with the Secretary the assurances listed in section 412, and with the modifications mentioned above we recognize the need for a state plan. There appears to be no reason, however, why the two documents could not be combined and placed on the same three-year cycle. The resulting savings in paperwork and time would enable additional resources to be focused on the real work of vocational education, preparing young people and adults to take part in our economy.

Title IV, Part B, section 413: The Council supports the provisions for a three-year local plan, which will help assure that local efforts are integrated with state policies and plans.

Title IV, Part C, section 421: Consideration should be given to putting the progress report requirements on the same three-type cycle as the plan/application. If this is not possible, the proposed biennial cycle would be acceptable, although attention must be given to possible timing conflicts between due-years for plans/applications and progress reports. For example, it would be not be appropriate to require progress report to be turned in only a few months before a new three-year plan/application is approved.

Title IV, Part C, section 422: The provision that practitioners of various fields be included on evaluation teams is useful, but should be modified to be phrased as an example, and should be also make clear that the teams are to be drawn from the geographic area that programs are serving. For example, carpenters in Seattle may not be the best possible judges of the achievements of a carpentry program in the western regions of Washington state.

Titlve IV, Part C, Section 431: The Council believes that, in view of the large vocational education expenditures currently undertaken by states and localities, and in view of the inclusion of provisions in H.R. 4164 which forbid supplanting of state and local funds with federal funds, maintenance of efforts requirements are not necessary in this bill.

VI. CONCLUSIONS

Mr. Chairman, the Council and the other organizations here this morning and from which you will be hearing during the course of these hearings are very interested in assuring that the federal role in vocational education is improved and expanded. We look forward to working with you and our collegues to improve H.R. 4164 in ways that will assure that our mutual goals are achieved. Thank you.

Mr. ANDREWS. We will proceed then to hear next from Mr. Phale Hale.

STATEMENT OF PHALE HALE, SUPERVISING DIRECTOR FOR FEDERAL EDUCATION PROGRAMS, ROCHESTER, N.Y., PUBLIC SCHOOLS, REPRESENTING AMERICAN ASSOCIATION OF SCHOOL ADMINISTRATORS

Mr. HALE. Thank you.

I am happy to be here and happy to represent the American Association of School Administrators, called AASA.

To begin, AASA supports H.R. 4164. We see it as a good piece of proposed legislation and a good beginning to open discussions of points on vocational education.

We have submitted testimony which details the complete position and would like to summarize that document and emphasize a few points.

We basically have identified six interrelated issues that we suggest merit careful consideration as the subcommittee considers the reauthorization of vocational education.

The six issues are: The nature of vocational education; the nature of the Federal role in vocational education; the type of clients served by Federal funds; the type of vocational education that

Federal dollars should purchase; and the efficiency and effectiveness of vocational education in accomplishing its goals; finally, the evaluation of success of vocational education.

Basically, AASA feels that vocational education encompasses a broad range of activities, including the development of basic educational skills, such as reading, writing, and computation, providing students with a broad knowledge of the range of jobs in the economy, and what they must do to be qualified for those jobs.

Providing a general introduction to broad job area, such as health care, or computer operation and maintenance. And providing intensive training for specific occupations.

AASA favors this broad interpretation of vocational education because it best serves the diverse student body in America's public schools, while not excluding the narrower, more specific training for students who are preparing for jobs with a specific employer.

Concerning the Federal role in vocational education, AASA feels that the purposes of Federal vocational education funds must be clearly identified and must clearly anticipate secondary school programs as well as for older students.

The purposes of H.R. 4164 are broad and would accommodate the definition of vocational education that AASA supports.

This is good from AASA's perspective, but we would like to see the need for secondary programs specifically listed.

These secondary programs should clearly specify authorization to provide services to secondary students as young as 14 years old. This would allow districts to provide services at the most critical time in young people's lives.

The question of who should be served by vocational education is related to the Federal purposes of vocational education. AASA's position is that the Federal funds should provide improved access to vocational education for minorities, the economically disadvantaged, women, and the handicapped.

Because over 50 percent of the students who finish high school do not go to college, and many students who start college never finish, the public schools must have a role in preparing students for the workplace.

Furthermore, the economically disadvantaged, minorities, women and handicapped are less likely to attend college than middle-class students.

One issue this subcommittee faces is how to determine how vocational education can contribute to a reduction in the high unemployment of these target groups, minority youths, women, and handicapped.

AASA strongly supports part (e) of title II of H.R. 4164, which provides programs for traditionally underserved populations. However, given the current budget problems, it seems unlikely that part (e) would ever receive the funding authorized in the bill.

Thus, we hope that the subcommittee will eliminate the authorization of each part of title II and provide a single authorization for all of title II, that each part could be funded as a percentage of the total appropriation.

The fourth issue AASA suggests for consideration by this subcommittee concerns the type of services the Federal vocational dollar should purchase. AASA agrees with the wide variety of activities contemplated in the bill. We also commend the relationship suggested in the bill between vocational education and the Job Training Partnership Act.

A fifth major issue concerns the operation of vocational education programs at the State and local level. AASA favors an administrative structure that efficiently drives funding to the local level and gives local districts maximum control over the planning process.

The issue for secondary schools is to most effectively and efficiently operate programs. Clearly, many small districts would not be able to support extensive vocational education programs or do extensive planning required in H.R. 4164.

The State has a role in helping such districts provide the best possible services. On the other hand, large school districts in metropolitan areas may be disadvantaged by a State control of vocational education.

AASA suggests that the subcommittee consider developing funding and management mechanisms that recognize the unique needs and the considerable resources of larger school districts in metropolitan areas as well as the needs of smaller rural school districts.

The subcommittee should recognize the capabilities of larger school districts and assist those districts to operate their vocational programs by devising a way to most efficiently drive funds to the local level.

Statewide planning is necessary, especially for smaller school districts, but larger districts need latitude for program planning within the framework of State goals.

Along the same lines, we feel that a minimum of 95 percent of the funds under this act be required to deliver to those who are actually delivering services.

A final and related issue we would like to raise with the subcommittee concerns program evaluation. We feel that 4164 should recognize the general nature of secondary school vocational education by including evaluation criteria appropriate for secondary schools.

We feel that the evaluation criteria must be more related directly to the purposes of the bill. For example, improved educational foundations which can be evaluated through achievement test scores.

We suggest that systemwide evaluation criteria such as dropout and attendance rates, and individually-based criteria, such as achievement scores, be included in the bill as evaluation criteria.

Competency tests, which is already in H.R. 4164, and also occupational areas to determine skill acquisition regardless of job placement, is another criteria which has merit for secondary school students.

A final evaluation for secondary school students that we would like to suggest concerns ties to the private sector for internships or work experience.

Such cooperation with the private sector can provide work experience as well as contact that may result in future employment.

Using job placement solely as a primary criteria for judging program subjects mitigates against secondary schools, because, given exactly equal training 17 years olds are less likely to find employment than 30 years olds.

Using job placement as evaluation criteria also means that a student motivated by success in a welding program, who decides to become a metallurgist, would be judged a failure for going to college.

A final issue relates to several activities that are authorized under part (a) and should be incorporated in the part (e). These activities are a work study program, cooperative vocational education programs, and daycare services.

AASA has been closely working with NEA, AFT, the Council of Great Cities, to explore the implication of this bill on secondary school students.

We have had extensive discussions with AVA. We feel this is a good bill. However, we would like more time to discuss and research these issues, and I think that working together, we will be able to produce a better bill.

[Prepared statement of Phale Hale follows:]

PREPARED STATEMENT OF PHALE HALE, SUPERVISING DIRECTOR OF FEDERAL PROGRAMS, ROCHESTER PUBLIC SCHOOLS, ROCHESTER, N.Y.; THE AMERICAN ASSOCIATION OF SCHOOL ADMINISTRATORS

Mr. Chairman, subcommittee members, I would like to begin by saying how pleased the American Association of School Administrators (AASA) is to have the opportunity to discuss the reauthorization of vocational education and H.R. 4164 with you. To begin, AASA supports H.R. 4164 because it is a good framework for opening the discussions of vocational education. However, we do have some suggestions to improve the bill for secondary schools.

Preparing students to be successful productive workers is one of the primary missions of public education. Schools have other important missions such as producing concerned citizens that are equally important. Public elementary and secondary education is not a single purpose entity and therein lies one of the issues this committee must deal within reauthorizing vocational education.

The general nature of our public secondary education is a source of strength for the nation because graduating students are broadly prepared to move into the world of work or proceed for further education, rather than being narrowly focused on a single type of work for a specific employer. Philosophically, the question of how specifically high school students should be trained is a very tough issue for school administrators. Perhaps, the best way of visualizing the issue is to think of high school as a funnel. We can either narrow a student's opportunities and increasingly focus a student's education on specific jobs or broaden a student's long range opportunities by providing a good foundation that allows students to reach their potential in personal and career terms. Thus, we must decide whether to have high school graduation represent either the narrow end or the broad end of the funnel.

I would like to frame the issues and AASA positions on vocational education in the context of the actual administration of a school district. There are common sets of factors driving developments in public education at present. Those factors are demographic changes, current political trends, a changing economy and school finances. These factors are present everywhere, but not to the same extent.

The demographic changes driving education at present are an increase in the number of minority, economically disadvantaged children, children who speak a language other than English and children from single parent families.

A second important factor shaping public schools is the public concern over the quality of public education. However, the current concern for public education must be understood in the context of that the current educational system is the result of past calls for reform.

The third factor shaping public education is the change in the nation's economy. As the economy becomes more information and service oriented and assembly line or basic industrial jobs disappear, educational needs will change and a stronger foundation in basic skills will be more important than specific job skills.

The final major factor now shaping public education is school finance. Funding limits school's ability to respond to changes. The ability of schools to finance an adequate education varies widely, and schools generally have little latitude in their budget to accommodate large changes or program expansions.

The diversity of the student body in public schools, the changing economy, tightened school finances and the many and competing missions of the public schools frame the issues regarding the reauthorization of vocational education. Schools are under intense pressure to better serve a diverse and changing student body although funds are scarce. This situation complicates vocational education which must also cope with retooling equipment, facilities and instructors to meet the needs of a changing economy.

AASA has identified six interrelated issues that we suggest merit careful consideration as the subcommittee reauthorize vocational education. The six issues are:

1. What is vocational education?
2. What is the federal role in vocational education?
3. Who shall be served by federal vocational education funds?
4. What type of vocational education federal dollars purchase?
5. How can vocational education most efficently and effectively accomplish its goals?
6. How should the success of vocational education be judged?

The issues are made complex by the diversity of students in public school, the wide variety of institutions offering vocational education and the several sources of funds for such programs. Despite the diversity in students and institutional settings, all students are expected to go to work and all will be adult citizens. Because everyone must make a living and the future of the nation depends on a concerned, thoughtful citizenry, public secondary schools cannot be left out of consideration of the federal investment in vocational education. Thus, the answer to the first question is crucial to all of the other questions.

ASSA feels that vocational education encompasses a broad range of activities including: the development of basic educational skills such as reading, writing and computation; providing students with a broad knowledge of the range of jobs in the economy and what they must do to be qualified for those jobs; providing a general introduction to broad job areas such as health care or computer operation and maintenance; and providing intensive training for specific occupations.

AASA favors this broad interpretation of vocational education because it best serves the diverse student body in America's public schools, while not excluding narrower, more specific training for students who are preparing for jobs with a specific employer.

Not everyone favors the broad definition of vocational education. Gilbert Sewall in the September 19, issue of Fortune makes the case that vocational education should only provide specific training for available, unfilled positions for older students. It is true that 16 and 17 year old students are much less likely to be able to find employment in occupations for which they have trained. If vocational education is not broadly defined, it will consist only of training that it seeks to mesh unemployment with specific job openings in a local job market and the notion that more general education in occupational areas combined with basic educational skills will be lost. The public schools cannot train students only for the local market, because many students will not spend their working years in the local market and other students may choose further edcuation or other occupations. To create opportunities for students, vocational education must also prepare students for the national labor market. Pat Choate recently told a group of school administrators that first and foremost, they should prepare students for changing careers. According to Dr. Choate, careers will change as often as every five years in the future so the most important training may be aceptance of change and the basic edcuational foundation to learn any new vocation.

Concerning the federal role in vocational education, AASA feels that the purpose of federal vocational education funds must be clearly identified amd must clearly anticipate secondary school programs as well as programs for older students. The purpose of H.R. 4164 are broad and would accommodate the definition of vocational education that AASA supports. This is good from AASA's prospective, but AASA would like to see the new secondary school program specifically listed.

The question of who should be served by vocational education is related to the federal purposes of vocational education. ASSA's position is that federal funds should provide improved access to vocational education for minorities, the economically disadvantaged, women and the handicapped. Because over 50 percent of the students who finish high school do not go to college and many students who start college never finish, the public schools must have a role in preparing students for the work place. Furthermore, the economically disadvantaged, minorities, and women and the handicapped are less likely to attend college than middle class white males. One issue this subcommittee faces is to determine how vocational education can contribute to a reduction in the high unemployment of minority youth, women, and the handicapped. ASSA strongly supports Part E of Title II of H.R. 4164 which provides programs for traditionally underserved populations. However, given the current budget problems it seems unlikely that Part E will ever receive the funding authorized in H.R. 4164. Thus, we hope that the subcommittee will eliminate the authorization of each part of Title II and provide a single authorization for all of Title II. Each part (A, B, C, D, E, and F) could then be funded as a percentage of the total appropriation for Title II.

The challenge here is to improve services to traditionally underserved groups. The AASA Urban Federal Policy Advisory Council (UFPAC) suggests a federally derived formula to direct funds under Part E to such groups. The UFPAC suggests using a formula similar to that in Chapter I of ECIA for economic disadvantaged and enrollment for the other characteristics of groups under-served by vocational education in the past. The subcommittees should not allow states to withdraw funding for school districts under Part A and substitute funds from Part E. Part E may never be adequately funded and removing Part A basic grant funding would eliminate secondary school programs for students not in the special populations. AASA is not asking that all vocational education be formula based, rather the suggestion is that formulas are the best way to target funds to specific groups identified by Congress as needing greater access to education and jobs.

A look at the 1980 census and population projections illustrates why we must improve access to jobs for minorities and women. According to the Census Bureau sometime between 2010 and 2020, the public school population of the country will be 50-percent minority. Because hope and motivation and achievement are related, minority youngsters must not look forward to the high unemployment rate found now among minority youth or they will not be motivated toward learning. Further, 63 percent of women with children between 6 and 16 are working. The need for the desire of women to work is not going to go away, in fact, it will probably expand. Vocational education should be open to all students, but the federal purpose of improving access to traditionally underserved groups may be better served by targeting funds via a formula.

The fourth issue AASA suggests for consideration by this subcommittee concerns the type of services the federal vocational dollar should purchase. AASA agrees with the wide variety of activities contemplated in H.R. 4164. AASA also commends the relationship suggested in H.R. 4164 between vocational education and the Job Training Partnership Act (JTPA). AASA sees JTPA as a vehicle for assisting disadvantaged persons, women and the handicapped to train for available jobs in the local labor market, while the public schools can help by providing vocational education for both specific jobs and more general training in occupational areas. Some secondary school students need highly specific training which the public school can provide either directly or through JTPA or other educational institutions. Such specific training is particularly appropriate for secondary school are young people who are thinking about leaving school or who have already left school.

Another major factor affecting the availability of vocational education in high schools is the recent report of the Commission on Excellence in Education, "A Nation at Risk". "A Nation At Risk" and some of the other reports recommend that all high school students be required to complete 4 years of English, 3 years of math, 3 years of science and 3 years of social studies prior to graduation. There is no hard data on what impact such requirements would have on students, but we do know that among 1980 high school graduates only 33.4 percent took 3 years of math, only 22.3 took 3 years of science, 19 percent took less than three years of English, and 65.5 percent took less than one year of a foreign language (The Condition of Education 1983, NCES). Expanding the number of core courses high school students must take will contradict any movement toward expanded occupational training. The contradiction in policy directions is felt most keenly by school administrators considering how best to serve either marginal students or students who have little enthusiasm for the traditional classroom. Federal support for vocational education must recognize that not all secondary school students have the same motivation or ability and that the current debate on how to improve education is causing schools to raise requirements in a way that may be deterimental to some students continuation in school. Perhaps H.R. 4164 could begin to deal with the impact of increased graduation requirements on vocational education and other federal education programs such as Chapter 1 or bilingual education.

A fifth major issue concerns the operation of vocational education programs at the state and local levels. AASA favors an administrative structure that efficiently drives funding to the local level and which gives local school districts maximum control over the planning process. This issue is clouded by the uneven distribution of students and resources. The nation's public school population is not evenly divided among school districts. In fact, 1,765 or 11 percent of the nation's 15,944 school districts serve 62.4 percent of the students. On the other hand, 4,526 or 28.4 percent of the nation's school districts have fewer than 300 students and serve only 1.2 percent of the nation's public school children. Thus, public school students are disproportionately loaded into a relatively small percentage of the nation's schools.

The issue for secondary schools is how to most effectively and efficiently operate programs. Clearly, many small school districts will not be able to support extensive vocational education programs or do the extensive planning required in H.R. 4164. The state has a role in helping such school districts provide the best possible services. On the other hand, large school districts in metropolitan areas may be disadvantaged by a state control of vocational education. AASA suggests that the subcommittee consider developing funding and planning mechanisms that recognize the unique needs and the considerable resources of larger school systems in metropolitan areas as well as the needs of smaller rural school districts. The subcommittee should recognize the capabilities of larger school districts and assist those districts to operate their vocational education programs by devising a way to most efficiently drive funds to the local level. Statewide program planning is necessary, especially for small districts but larger school districts need latitude for program planning within the framework of state goals.

The need to constantly upgrade equipment and training facilities presents a challenge which few school districts can afford. However, the changing need for equipment and facilities also presents a real opportunity for cooperation with the private sector for sharing equipment and capital resources. Such opportunities are generally more available in metropolitan areas than in rural areas. Whether in rural or metropolitan areas the key to public-private partnerships is local leadership, and local leadership which cannot be mandated or provided from the state capitol.

A final and related issue AASA would like to raise with the subcommittee concerns program evaluation. AASA feels that H.R. 4164 should recognize the general nature of much secondary school vocational education by including evaluation criteria appropriate for secondary schools. Evaluation criteria must be directly related to the purposes of the bill. For example, improved educational foundations can be through achievement test scores. AASA suggests that systemwide evaluation criteria such as dropout and attendance rates and individually based criteria such as achievement test scores be included in H.R. 4164 as evaluation criterior. Competency testing which is already in H.R. 4164 also in occupational areas to determine skill acquisition regardless of job placement is another evaluation criteria which has merit for secondary school students. A final evaluation criteria for secondary schools that AASA would like to suggest concerns ties to the private sector for internships or work experiences. Such cooperation with the private sector can provide work experience as well contacts that may result in future employment. Using job placement as the primary criteria for judging program success mitigates against secondary schools because given exactly equal training 17 year olds are less likely to find employment than 30 year olds. Using job placement as an evaluation criteria also means that a student, motivated by success in a welding course, who decides to become a metallurgist would be judged a failure for going to college.

Probably no issue is more complex and difficult for school administrators to address than vocational education. Developing a vocational education broad enough to serve a very diverse student body, that is very unevenly distributed is difficult. Also there are also meritorious, competing claims for funds. For example, there is a great need for training adults who are past school age and there are excellent institutions to deliver such training. AASA hopes that one outcome of H.R. 4164 is a growth of continuation programs begun in high school and completed at a post secondary institution. AASA also hopes that the recent focus on improving schools will encourage greater cooperation between vocational education and other publically supported vocational programs, such as JTPA, as well as between vocational education and other federally funded education programs. One important feature of H.R. 4164 which AASA strongly supports is that it encourages more involvement of the private sector. Private sector partnerships are critical to continued improvement of vocational education and other educational programs. H.R. 4164 will lead in the right direction and the chairman and other cosponsors should be commended for their work. We hope that our suggestions will provide food for thought as you continue your deliberations.

Mr. ANDREWS. Thank you.

All prepared statements will be, without objection, included as part of the record as submitted, and as Mr. Goodling has to go to another meeting, as do we all, apparently, he has two questions he would like to pose at this time.

Mr. GOODLING. I apologize for coming late because of JTPA. Now, I must apologize for leaving, but I represent Three Mile Island, and after all those years, we are still trying to straighten that mess out, and I have an 11 o'clock meeting regarding Three Mile Island.

Dr. Parent, I hear what you are saying, and I have sympathy with what you are saying in relationship to goals for the 14- to 18-year-olds, but at the same time, my long experience in education causes me to have some concern about it. Speaking from the standpoint of many of the young people we are dealing with, as far as the vocational education training program is concerned, if we say that we will pick them up and prepare them for some kind of occupation in adult education programs, my worry is that the 40 percent of unemployment, and in some cases, unemployable youth in certain areas, will even get larger, because I am not so sure we won't force more people to dropout if they don't see a light at the end of the tunnel, which is a matter of fact the job that they are training for in the vocational education program.

I don't know. You might want to comment. I understand your goals and they are similar to mine, but reality sometimes tempers some of those goals and I am just wondering.

Mr. PARENT. Well, with the diminishing opportunity for youngsters to get a job without any form of education, we feel that it is incumbent that vocational education be education as well as specific training to do one specific job; that what the child learns in our vocational education programs are tranferrable job skills, that are not specifically for this particular job of pulling that lever or pushing that button or carrying this tray, it ought to be something that he could transfer to another job, and that our primary purpose is education rather than job training.

Mr. GOODLING. I don't have any problems with that, except I do have a concern that that could force even more people to be dropouts. Knowing the group that we are dealing with in many instances, if they don't see that specific job awaiting them upon completion, I am not sure that they will be there to complete their schooling.

Somewhere we will have to pick them up. We will get testimony that reads the following:

> The Federal investment should be directed toward improving the quality of instruction and meeting student and employer needs for labor market oriented programs which lead to job placement and improved economic outcomes for students.

We are going to hear that testimony at another time. I just have an advanced copy.

Mr. PARENT. We just hope that when we educate the youngsters, that they are looking—if they are not looking toward what they are doing next year, we hope they are looking toward their second job, not just their entry into the world of work, but perhaps what they are capable of doing.

After they have had a first job and a first employer, we hope that we will give them skills that will be transferrable to a second and better job, and up the ladder of work.

Mr. GOODLING. Mrs. Benjamin, in your testimony you said, why do we need a separate council mandated from Washington to duplicate the services? Why not simply let the State Department report their findings to the State board as they do in all other areas, and let the recommendations be open for comment?

I don't have a question whether it is for better or for worse, I think the purpose of section 402, as I would understand it, the State advisory council on vocational-technical education is to make sure that there are many more people involved representing the private sector, the employment sector. It goes on to include a representative of business, industry and agriculture in the State, including owners of such enterprises, officers or individuals nominated by recognized State labor organizations, other private sector personnel, and so on.

I think, as I read the bill, the whole attempt is to make sure that you have more people who are truly out there involved in the kind of businesses and jobs that——

Ms. BENJAMIN. If I may comment, I am certainly not opposed to councils and to advisory groups. Our board uses them extensively. We have advisory groups on almost everything you can conceive of. I am aware, however, that in some States the separate State advisory council has been used in effect as a separate State board of vocational education, that there have been political attempts through the State legislature on the part of the directors of some of these councils to take those councils, turn it into a separate State board of education, and I suppose I object probably to having that kind of activity funded by the Federal Government and the interference with activities within a State.

We work very closely with our own particular State advisory council. As you know, they are appointed by the Governor, but the Governor takes a list that we submit from the board and the superintendent of public instruction, and those are the people who are appointed.

They are excellent people and active in business and industry throughout the State, and in the vocational programs.

So, we meet with them actually. We usually have two dinners a year with them in addition to a formal meeting where they make presentations to us.

Mr. GOODLING. It probably can be worded so your fears are not realized.

Ms. BENJAMIN. I think the separate State director of vocational education is really another nose of the camel under the tent. We seem to be Biblical today.

Mr. GOODLING. I was Biblical with the press on Grenada, but I know a lot of the press really doesn't understand the Bible, because when I talked about turning their plow shares into swords, which I thought was the wrong direction, they didn't seem to understand what I was trying to say.

Ms. BENJAMIN. There are those of us who have had a very traditional education.

Mr. GOODLING. Let me say to the rest of you, I am sorry that I have to go, but Rich is here, and of course, he is my right arm, my left arm, and any arms in between. He will keep me well informed.

Mr. **Andrews**. Next, we welcome the director of government relations with the NEA, Linda Tarr-Whelan, and we are pleased to have you.

STATEMENT OF LINDA TARR-WHELAN, DIRECTOR OF GOVERNMENT RELATIONS, NATIONAL EDUCATION ASSOCIATION

Ms. **Tarr-Whelan**. Thank you very much, Mr. Andrews.

I appreciate that my full statement will be entered into the record. I would like to highlight some of the points from the testimony and associate myself with the remarks of the gentleman from the AASA and a number of others on this panel.

For the record, my name is Linda Tarr-Whalen, I am the director of government relations for the 1.7 million-member organization, the National Education Association. It is a pleasure to testify again before this committee on the issue of vocational education.

At the NEA, we feel that the basic philosophy of vocational education is one which is that vocational education is key to the future for many American youth, and it is particularly fitting that this committee deal with the issue of vocational education while we are in the midst of an educational debate about how to look at our future and how to be sure that the youngsters in school now are the ones who are provided with the skills for our country's future.

We believe that there are really two roles or two purposes of the Federal Government with regard to vocational education. First, the role to improve, enhance, and maintain the quality of current vocational education programs; and, second, to provide expanded access and equity to quality programs for those previously underserved, people of color, women, the economically disadvantaged, and the handicapped, and my testimony deals with both of those purposes.

There are those, Mr. Chairman, who say that vocational education is already being asked to do too much with little, and perhaps there is some truth in that. We do believe the appropriate response is not to step back from the necessary scope of the program, nor to propose consolidations such as that proposed by the administration, but to provide a definition of the appropriate Federal role and then to provide the sufficient resources to allow vocational education to do its job.

We, therefore, propose a $1.5 billion authorization level for this bill. In addition, we support a single authorization level for the entire bill with set percentages allotted to each of the specific programs in title II, as has been specifically mentioned by several other witnesses.

Further, we believe that there must be a mandate that no less than 95 percent of the Federal dollars appropriated to carry out the act be passed through the local level. Moreover, it is our firm belief that these resources should be distributed through an appropriate, nationally established, within-State distribution formula, and we certainly applaud the work of the committee of including a formula within part (e) which we think is a novel approach in this particular piece of legislation.

With regard to other specific issues which are being discussed by the committee, we support a permanent Federal voc ed program with the understanding that the Congress will continue to reexamine the act, in light of changes in our economy, work force, and national needs.

Second, we believe that program evaluation should reflect the full range of vocational education purposes, that some of the indices should be programmatic rather than based primarily on the performance of individuals, and that the specific evaluation of any program should be directly related to Federal purposes for which it was intended.

Third, NEA recommends additional legislative language in the Vocational/Technical Education Act similar to that already contained in H.R. 4164, designed to increase the relationship between that act and the Job Training Partnership Act, which would promote greater coordination between vocational education and other Federal education programs.

I would like to speak for a moment on the second purpose, which we see as the equity of access to quality programs for underserved populations.

We are particularly encouraged by the addition of part (e) to the vocational education program for youth, with special needs is a mechanism to assist individuals in these underserved populations.

In our view, part (a), the basic State grants, should continue to provide at least the same level of expenditure for these individuals as previously, and then, part (e) should be considered as a new and additional program to further meet the needs of the underserved.

In addition, like AASA, we urge that work study and cooperative education be specifically included in the allowable use of funds under this section.

Mr. Chairman, you are going to be hearing testimony, I believe tomorrow, by the Coalition of Women and Girls with regard to specific recommendations on women's issues. We are signatories to that testimony and, therefore, I will only spend one moment of your time reviewing the two major issues which we think are important.

First, that the current provision for women's equity should be strengthened through a stronger and more effective role for the sex equity coordinators at the State level. At the very least, individual in these positions must be full time, should be given a more active role in the development of State vocational education plans, and should be part of the State voc ed council.

Second, we also believe that $50 million of each year's basic grant appropriation should be reserved to fund grants to overcome sex bias. These Federal resources would be in addition to the already authorized funds for salaries of sex equity coordinators and could be used to eliminate sex bias in vocational education programs, curriculum, counseling, to provide vocational education in support of services for displaced homemakers, single heads of households, and other women who suffer economic hardship because of lack of job training.

We would like to spend one moment on a postsecondary concern, and I should say that we were much impressed with testimony before this committee at a previous set of hearings with regard to the issue of postsecondary concerns, and that we believe that vocational education should be encouraged and assisted at the postsecondary level at public, 2-year institutions, such as community and junior colleges and public colleges offering bachelor of arts degrees.

Funds for postsecondary vocational education should be administered through the State agency which has jurisdiction over all postsecondary education, and they should be delivered to the local institution providing that program.

Last, I would like to speak about the education industry partnership because we do believe there is a need to include new incentives for cooperative programs with local private industry, such as that as would be accomplished under part (d).

We do believe very strongly, however, that all vocational education programs serving school-age youth must be operated through the public schools.

Further, we think that there is one new idea which we would like to raise with you, and that is the need for new incentives of another issue that deals with high technology. In fact, as we have testified before the vast majority of new jobs, which will be in the future, are not in the high technology fields, but are in office work, service-oriented work, janitorial services, health care, and so forth.

In other words, jobs which have been dramatically changed and will be changed further by innovation and technological change.

We believe that broadening parted to include training for both high technology occupations and those occupations directly affected by the emergence of new technologies, would be a helpful way to deal with this particular situation.

In summary, I would like to emphasize that the NEA has enjoyed a particularly productive working relationship with the staff of this committee and a wide variety of other education organizations, business, and labor groups, as we have talked about the development of this particular piece of legislation.

As you are aware, the legislation itself has come a long way over the last several months, and while I have really testified on some significant concerns and recommendations that we have, we certainly believe that a consensus can be reached on this legislation.

We believe that consensus may take a little bit of additional time, but we stand ready to work with you and your colleagues in the Congress and with any other organization interested in the future of vocational education, to create the best bill possible in a cooperative atmosphere.

Thank you, Mr. Chairman.

[Prepared statement of Linda Tarr-Whelan follows:]

Prepared Statement of Linda Tarr-Whelan, Director of Government Relations, National Education Association

Mr. Chairman: My name is Linda Tarr-Whelan, and I am director of Government Relations for the 1.7 million-member National Education Association (NEA), which represents educators and education support personnel in all fifty states. It is a great pleasure for me to testify before this distinguished Subcommittee in regard to H.R. 4164, the Vocational Technical Education Act of 1983.

Throughout its history, the Vocational Education Act has been the foundation of our nation's employment and training programs, providing opportunities for millions of young Americans to develop their skills, their capabilities, and their prospects for meaningful careers to an extent not otherwise possible. For these individuals, vocational education has been more than just a key to jobs, a key to personal success. It has been the key to the future. The Vocational Education Act has had a concomitant effect on our country as a whole. It has been a basic cornerstone in our national quest for a strong economy, a talented and fully employed workforce, and an ever advancing technology.

It is particularly fitting, therefore, that the reauthorization of this vital federal program comes in tandem with the great national debate currently taking place—a debate that centers not only on the role of education in preparing our country for the opportunities of today but also around how we can best meet the challenges of tomorrow. Within this debate, there has been a great deal of attention paid to the role of an adequately prepared and skilled workforce to help us reinvigorate our economy, to increase our productivity and enhance our overall employment, to reestablish a competitive edge in the international marketplace, to strengthen our national defense, and to keep our nation on top—if not out front—of the dizzying pace of technological change.

These are not local concerns; nor are they state responsibilities. They are critical national issues. And they point directly and persuasively to the pressing need for America to not only maintain but to increase its national commitment to vocational education.

There is nothing new in this. The federal commitment to such a program was first begun almost seven decades ago with the passage of the Smith-Hughes Act in 1917, and it has continued to expand and adjust to the everchanging imperatives for the nation's economic growth and to accommodate the diversity of educational, technical, and social needs of our people. At this moment in our history, this federal role must be reaffirmed and, indeed, strengthened once again.

The National Education Association firmly believes that the role of the federal government should be to improve, enhance, and maintain the quality of current vocational education programs, and to provide expanded access and equity to quality programs for those previously underserved—people of color, women, the economically disadvantaged, and the handicapped.

There are those who say that vocational education is already being asked to do too much with too little. There is some truth in that. But the appropriate response is not to step back from the necessary scope of this program nor is it to propose the consolidation of the Vocational Education Act with the Adult Education Act and recommend slashing their total funding by nearly one-half as this Administration has done. The appropriate response is to provide sufficient resources to allow vocational education to do its job.

INCREASED AUTHORIZATION LEVELS

The Administration's budget request for fiscal year 1984 for the proposed Vocational Education/Adult Education block grant was for $550 million. This compares with the Congressionally approved budget assumption for this fiscal year of $937 million. We, of course, are unalterably opposed to this block grant approach and to the Administration's proposed reduction in funding. At the same time, we are deeply concerned over the failure of the United States Senate to appoint conferees to reconcile the differences between the House-and Senate-passed versions of the Rehabilitation Act Amendments. Such a conference is essential in order to raise the fiscal year 1984 authorization levels for these programs sufficiently so that the entire amount budgeted by the Congress can actually be appropriated. However, even if the full $937 million were to be funded ($825 million of which would go to the Vocational Education Act, $112 million to the Adult Education Act), it would still fall far short of the necessary investment in this program. As I testified before this Subcommittee in June, to meet the current needs of vocational education, NEA recommends a minimum new authorization level of $1.5 billion.

While we are encouraged that the combined authorizations contained in the legislation before us today approach this amount, we have some concern over the individual line item authorizations for the Title II programs (Part A, Basic State Grants; Part B, Consumer and Homemaking Education; Part C, Comprehensive Career Guidance and Counseling Programs; Part D, Industry-Education Partnership for Training in High-Technology Occupations; Part E, Vocational Education Programs for Youth with Special Needs; and Part F, Adult Training, Retraining and Employment Development). We do not see these as separate programs. Rather, we view them as essential parts of a single, comprehensive federal approach to vocational education in this country. Indeed, in its planning and evaluation sections, H.R. 4164 appears to stem from this view, for both planning and program evaluation are inclusive activities at both the state and local level. Therefore, we support a single authorization level for the entire bill with set percentages allotted to each of the specified programs. This would have the effect of maintaining the integrity of the total federal vocational education program and at the same time alleviating the very real fear that only Part A, Basic State Grants, would ever be sufficiently funded.

RESOURCES TO THE LOCAL LEVEL

Vocational education programs must ultimately be designed and implemented at the local level. Yet the most consistent criticism that we hear from our members is that far too large a proportion of federal vocational education funds fail to reach the classroom. To improve the delivery and effectiveness of the Vocational Education Act, NEA believes that there must be a mandate that no less than 95 percent of the federal dollars appropriated to carry out the Act passed through to the local level. Moreover, it is our firm view that these resources should be distributed through an appropriate nationally established within-state distribution formula. This would ensure (1) that the bulk of the resources for the program would reach and be utilized at the local level and (2) that there would be a direct relationships between the distribution of funds and the federal purposes for which they are intended. The Vocational Technical Education Act recognizes the strength of such an approach by the inclusion of such a formula in Part E, Vocational Education Programs for Youth with Special Needs. We believe the same logic should be extended to each of the Parts of Title II. Naturally, the distribution of funds for each Part should be based on a nationally established formula specifically appropriate to the Part of the Act.

A PERMANENT PROGRAM

We believe that to be effective, there has to be continuity and stability in vocational education policies and appropriations. In an attempt to help assure this, H.R. 4164 would make the Vocational Education Act a permanent authorization. NEA supports a permanent federal vocational education program—with the understanding that the Congress will continue to reexamine the Act in light of changes in our economy, work force, and national needs.

EDUCATION: THE UNDERLYING PREMISE

There has been a tendency in recent years to look at the effectiveness of vocational education programs solely in terms of immediate job placement. Clearly, productive and rewarding employment is an important goal of vocational education. But it is not the only goal. Vocational education is, after all, an education program and it must be viewed and defined in broad educational terms. It should open up opportunities not only for an immediate job but for meaningful employment throughout life. Thus, as with all education, vocational education must be solidly grounded in basic academic skills, reasoning, and citizenship training. Morever, it should encourage a comprehensive secondary education as preparation for employment or for postsecondary vocational education and not preempt it. It should also provide equality of educational opportunity for all students:

Students who need training for employment;
Students preparing for further education or Training for careers;
Students continuing with postsecondary education;
Students entering the labor force and needing further education and training;
Students requiring special preparation for entry into or completion of a vocational educational program.

We are encouraged that H.R. 4164 broadens the program evaluation criteria to include the extent to which individuals who are program completers participate in further education in addition to the more traditional measure—that of those who find employment in occupations in which the skills acquired in vocational education programs are utilized. At the same time, we believe that program evaluation should reflect the full range of vocational education's purposes; that some of the indices should be programmatic rather than based primarily on the performance of individuals; and that the specific evaluation of any program should be directly related to the federal purposes for which it was intended.

ENHANCED PROGRAM COORDINATION

When feasible, federal job training and education programs—such as the Job Training Partnership Act—should be coordinated with programs under the Vocational Education Act. The NEA believes that the Vocational Education Act must be regarded for what it is: the foundation on which other employment training programs are based. Thus, it is both appropriate and important to shape other federal job training programs to fit with the Vocational Education Act and not the other way around. In addition, just as there is a need to coordinate the Vocational Education Act and other job training programs, there also exists a need to better coordinate vocational education and federal employment training programs with other federal education programs to enhance the overall effectiveness of both. It is with this in mind that NEA recommends the addition of legislative language in the Vocational Technical Education Act—similar to that already contained in H.R. 4164 designed to increase the relationship between that Act and the Job Training Partnership Act—which would promote greater coordination between vocational education and other education programs.

EQUITY OF ACCESS TO QUALITY PROGRAMS

The Vocational Education Act must continue to promote equity and access for both employment training and employment possibilities for all Americans—particularly those who have been underserved in the past: people of color, women, the economically disadvantaged, those with limited English proficiency, the handicapped. It should continue to be utilized as a tool in our public policy goal of eliminating sex, race, age, and ethnic biases in employment opportunities. To these ends, it must firmly uphold the Constitutional guarantees of equality of treatment and access through specific written policies, enforcement of those policies, and full public scrutiny. Furthermore, there is a continued need for cooperative arrangements between state agencies with the responsibility of overseeing and implementing affirmative action provisions of the Vocational Education Act and state civil rights agencies charged with general civil rights enforcement.

We are encouraged by the addition of Part E, Vocational Education Programs for Youth with Special Needs, as a mechanism to assist the educationally and financially disadvantaged, the handicapped, individuals of limited English proficiency, single parents, and those who wish to enter occupations not traditional for their sex in taking full advantage of vocational education opportunities. I should stress, however, that our enthusiasm will endure only as long as this Part is precisely that—an addition. In our view, Part A, Basic State Grants, should continue to provide at least the same level of expenditure for these individuals as previously and that Part E be considered as a new and additional program to further meet the needs of the underserved. Moreover, there should be clear language eliminating the possibility that federal funds under this Part, or any other, could be used to supplant state or local dollars.

As I have already stated, we are heartened by and fully support the concept that underlies the Vocational Technical Education Act's provisions through which funds under Part E would move to the local level via a nationally established within-state distributioin formula. However, there does exist some lack of clarity in the way H.R. 4164's formula would actually be implemented. And we would like to continue to work with you and members of the education community to remedy any possible uncertainty in regard to it.

In terms of the use of funds under this Part, I would only note that two particular uses permissible in Part A (work study and cooperative education) are not specified under part E. We would urge that work study and cooperative education be specifically included in the allowable use of funds under Vocational Education Programs for Youth with Special Needs.

WOMEN AND VOCATIONAL EDUCATION

One aspect of the Vocational Education Act which we feel deserves special attention is the continuing need to provide equity to women participating in these programs. Deliberate care must be taken not to track women into so-called "traditional women's work"—jobs which are usually low-paying and which offer few opportunities for future career growth. Legislation must exhibit sensitivity to women's special concerns as workers/students/homemakers, and particularly to the increasing number of single women heads of households, who are likely to be enrolled in vocational education programs. Time and day care arrangements, for instance, should be prime factors in the determination and design of vocational education programs and classes.

In addition, and perhaps more directly in terms of the legislation before us, the current provisions for women's equity should be strengthened through a stronger and more effective role for the sex equity coordinators at the state level. As has been previously noted by the Federal Education Project of the Lawyer's Committee for Civil Rights Under Law, H.R. 4164 authorizes 24 times as much money for homemaking programs as for personnel to overcome sex discrimination in programs leading to employment. At the very least, individuals in these positions must be full-time, should be given a more active role in the development of state vocational education plans, and should be part of the state vocational education council. Furthermore, the Act should include a specific section aimed a coordinating all sex equity technical assistance activities as they relate to civil rights activities. It is only through the enhancement of the role of the sex equity coordinator in each state that the Vocational Education Act will assure the adequate monitoring and enforcement necessary to guarantee full access and participation of women in the program.

In this same regard, we believe that the authorization for Part A, Basic State Grants, should be increased to $775 million for fiscal year 1985, $875 million for fiscal year 1986, $1 billion for fiscal year 1987, and such sums as may be necessary for each succeeding fiscal year and that $50 million of each year's Basic Grant appropriation should be reserved to fund "Grants to Overcome Sex Bias." These federal resources would be in addition to the already authorized funds for salaries for sex equity coordinators and could be used to eliminate sex bias in vocational education programs, curriculum, and counseling; to provide vocational education and supportive services for displaced homemakers, single heads-of-households and other women who suffer economic hardships because of lack of job training; to provide day care; and to support experimental and pilot programs and other activities to overcome sex bias and encourage students to enroll in non-traditional programs.

VOCATIONAL EDUCATION: THE POSTESCONDARY RESPONSIBILITIES

In the reauthorization of the Vocational Education Act, the NEA believes that postsecondary responsibility and opportunities for vocational education should be clearly recognized. We feel it proper and important that vocational education be encouraged and assisted at the postsecondary level in both public two-year institutions, such as community, junior and technical colleges, and in public colleges offering baccalureate degrees. Funds for postsecondary vocational education programs should be administered through the state agency which has jurisdiction over all postsecondary education, and they should be delivered to the local institution providing the program. We believe that the definitions of "vocational education" and "postsecondary educational institution" in H.R. 4164 are both far too limiting and inappropriate for the Act inasmuch as they would preclude the possible inclusion of baccalaureate degree programs in public four-year colleges, regardless of how much of a contribution these programs could make to the student, the community, the state, or the nation.

THE EDUCATION/INDUSTRY PARTNERSHIP

To enhance vocational education programs at the local level, there does exist a need to include new incentives for cooperative programs with local private industry such as would be accomplished under Part D, Industry-Education Partnership for Training in High-Technology Occupations. As we have oftern noted in the past, however, in any attempt to build links with private industry, the traditional autonomy and educational responsibilities of the local education agency must not be undermined or diminished. Moreover, we believe that all vocational education programs serving school-age youth must be operated through the public schools.

Furthermore, the need for new incentives for the development and implementation of vocational education programs in emerging and high technologies is imperative, but these programs should not be developed at the expense of other effective and needed programs. While high technology is in the forefront of the development of new jobs, the vast majority of new jobs will not be in specifically high tech fields, but in office work, service oriented work such as janitorial services and health care, and in other jobs—perhaps dramatically changed by innovation and technological change yet not requiring the same degree of training as high tech work. Indeed, the new technologies are having reverberating effects on more traditional jobs and workers. Therefore, vocational education programs must be designed to keep up with these alterations in the workplace; to enable people to enter, leave, and reenter education and training programs over a lifetime of employment; as well as to prepare individuals for a number of sequential careers. In light of the first of these, we recommend broadening Part D to include training in both high-technology occupations and in occupations directly affected by the emergence of new technologies.

VOCATIONAL EDUCATION TEACHERS: TRAINING AND INVOLVEMENT

Just as our workforce needs training and retraining, vocational education teachers must continue to be adequately trained and retrained to carry out their responsibilities—both in their particular field of specialization and in education techniques. We are pleased that the allowable activities under Part A includes vocational education personnel training (including preservice and inservice training). In our view, successful programs in this area would include, but not be limited to, use of teacher centers, summer programs, and sabbaticals. It is our expectation these would all be allowable uses of funds under H.R. 4164.

Teachers and students must also be involved in the planning of all vocational education programs at the local and state level and should have a place on all appropriate planning boards and councils. All teacher representatives taking part in such planning programs processes should be elected by their own bargaining agents or associations.

Additionally, I would be remiss if I failed to take note of the tremendous need which currently exists for the renovation of facilities and the replacement of obsolete equipment in vocational education classrooms. The federal government must assist secondary and postsecondary agencies by providing assistance for the direct purchase of vocational education equipment. Such purchase assistance should provide resources directly to the schools, which would thereby have the appropriate discretion to make the best choices available to meet the needs of their students. The provision of "up-to-date instructional equipment and materials" is a permissible use of Basic State Grant Funds under Part A of H.R. 4164.

Finally, Mr. Chairman, I would like to emphasize that the NEA has been working for some time with a wide variety of other education, business, and labor groups, and with other organizations interested in education in order to enhance the quality of vocational education programs, and more specifically, in regard to the reauthorization of the Vocational Education Act. We are pleased to have been a part of the discussions which have led to development of the legislation before you today, the Vocational Technical Education Act of 1983. As you are aware, this legislation has come a long way over the past several months. And while—as my testimony today has emphasized—we still have several very significant concerns and recommendations, I believe that a consensus can be reached on this legislation. Forging that consensus may take some additional time, but I believe that the investment of a few more weeks will well be worth it. We stand ready to work with the you, with your colleagues in Congress, and with any individual or organization interested in the future of vocational education in a cooperative effort to construction the finest federal program possible.

Thank you.

Mr. ANDREWS. That is a very good summary. The only thing you read from the statement is "Thank you." A very good job. We appreciate that.

Next, we have Michael Casserly, is that right?

Mr. CASSERLY. That is right.

Mr. ANDREWS. Director of legislation, Council of Great City Schools.

STATEMENT OF MICHAEL CASSERLY, DIRECTOR OF LEGISLATION, COUNCIL OF GREAT CITY SCHOOLS

Mr. CASSERLY. Thank you, Mr. Chairman.

For the record, I am Michael Casserly, director of legislation for the Council of Great City Schools. On behalf of the council, I would like to thank you for this opportunity to testify on the reauthorization of this very important Federal piece of legislation, the Vocational Education Act.

Mr. Chairman, I would like to restrict my testimony this morning simply to recommendations for H.R. 4164.

In general, Mr. Chairman, H.R. 4164 is a strong bill that provides a good structure for the reauthorization of the Vocational Education Act. While we do have a number of conceptual difficulties with the direction of the bill, most of our recommendations are technical ones, and are related to provisions for the disadvantaged.

We do, however, expect that many groups will suggest changes, and therefore we are recommending that the subcommittee not mark up the bill this session. The council is working closely with other members of the national education community to build a strong consensus for this bill.

We would not want to risk the consensus for the sake of speed.

Mr. Chairman, we are also concerned about the legislation's ability to meet the special needs of the disadvantaged, the handicapped, females, and the limited-English proficient.

The general goals of the bill point to a greater concern in this area, but the legislation itself does not go very far to insure that resources are targeted to these populations. The council has a series of recommendations that we hope would guarantee that the bill's promise for the disadvantaged becomes a reality.

The council recommends that title II be treated as a single authorization with a single appropriation and specific percentage allocations to each part. The percentages would be based on each part's share of the current title II authorization.

We think this approach has the advantage of guaranteeing that the legitimate and important goals of each part of title II receive its share of funding. We also believe that by tying the appropriations of each part to every other part of title II that all groups interested in special sections of the bill will be encouraged to work for a higher overall vocational education appropriation.

In addition, this approach has the political advantage of encouraging the support of diverse groups which had specialized set-asides under the old law, but do not under this one.

The council recommends that States be required to spend at least 95 percent of the funds they receive under parts (a) and (e) on eligible recipients in that State's jurisdiction.

The council recommends that the use of funds under title II be modified to allow for magnet vocational education programs. Programs of this nature have become very important to urban school systems trying to desegregate.

We believe that making this usage explicit in the law would encourage the coordination of these two important functions existing now in urban schools.

The council recommends that the language allowing prevocational programs be modified to allow school systems to undertake projects that would encourage potential dropouts to stay in school.

Urban school systems have dropout rates that are higher than other kinds of schools. Because vocational education programs, by tradition, are often clustered in the 11th and 12th grades, many students who drop out earlier cannot take advantage of these classes.

The council believes that vocational programs in the lower grades would catch potential dropouts before they left school, and would provide them an excellent reason to stay.

The council recommends that the use of funds under part (a) of title II allow local public school systems to include general vocational education and remedial education that enhances the basic literacy skills of vocational students.

We are concerned that traditional local education agencies are missing in this bill, and that the current bill may be too oriented on short-term training, leading solely to entry-level jobs after high school graduation and on local labor market demands, and not enough on life long preparation for work.

The council recommends that paragraph (b) be modified to allow guidance and counseling programs that are aimed directly at providing information to students, particularly minority and poor students, on how to obtain Federal financial assistance for postsecondary education and training opportunities.

A good deal of research is now emerging that indicates that minority students are less aware of Government loan programs for postsecondary schools, and therefore are less inclined to apply for and attend these schools. We think this modification would help to alleviate this problem, and would go a long way to build minority participation in postsecondary programs.

Part (e), youth with special needs: The council is keenly interested in this section, but is concerned that it is not clearly worded. Our seventh series of recommendations involve this section.

Mr. Chairman, we are very much in favor of trying to draw funds under this section according to some national formula. Unfortunately, the way this section is worded now, it is unclear as to how these funds would actually be sent down.

This section of the bill describes eligible youth on the basis of six, rather than four, variables: Education disadvantage, financial disadvantage, handicapped condition, limited-English proficiency, single parenthood, and individuals in nontraditional occupations.

None of these categories are well enough defined, however, to insure that funding is targeted on them. We know of no way, for instance, to count students in nontraditional occupations, as desirable as that might be.

It is also unclear whether funds would be distributed on an aggregate count of students in these four categories or separately.

The council recommends that under section 242(a)(2) referred to in this section, one also refer back to the categories listed in section 241(c). This would clarify that funds are to be distributed on the basis of these youth only and not on all youth eligible for services under the act.

In addition, the bill states that funds are to be distributed "upon approval of a plan that meets criteria set forth pursuant to section 411(c)(5)."

These criteria are so ill-defined as to have no meaning, and give too much discretion on how to distribute the funding.

In general, the council urges the committee to adopt a clearly-written national formula for part (e), but are fearful that the formula now in part (e) does not do what it purports to do.

We would be happy to work with the subcommittee and the committee staff to work out a formula that would clear up the ambiguities.

Eight, under title IV, the council recommends that the criteria to be used by the State board to distribute funding to eligible recipients be more clearly defined. In addition, we would recommend that States insure allocations to economically depressed areas under section 411 that are not only higher in absolute dollar terms but are higher on a per-pupil basis.

The council would also like to recommend that these higher per-pupil allocations be made explicitly applicable to both part (e) and part (a) of title II.

The council recommends that this hold-harmless provision be clarified so that funding to eligible recipients under parts (a) and (e) of title II not offset one another. We would like to have clarified here that increasing moneys provided under part (e) by the States do not result in corresponding decreases in part (a) funds. Part (e) funds should be viewed as programing over and above what is provided under part (a).

The council recommends under section 422 that evaluation at the local level include measures of program success like average standardized test scores or average dropout rates.

We would like to reiterate, Mr. Chairman, that the current bill provides a strong framework for reauthorizing the Federal vocational education law. Our enthusiasm for this bill, over and above the current law, depends in part on the ability of the new act to meet the needs of special groups so heavily concentrated in urban areas.

As currently drafted, we fear that H.R. 4164 may be a setback on the road to greater equity and access. Again, the council is working closely with members of the education community to iron out problems in the bill.

As always, Mr. Chairman, the council of the Great City Schools stands ready to assist this subcommittee as this important legislation is considered.

Thank you very much.

[Prepared statement of Michael Casserly follows:]

PREPARED STATEMENT OF MICHAEL CASSERLY, DIRECTOR OF LEGISLATION, THE COUNCIL OF THE GREAT CITY SCHOOLS

Mr. Chairman and members of the Subcommittee, I am Michael Casserly, Legislative Associate for the Council of the Great City Schools. On behalf of the Council I would like to thank you for this opportunity to testify on the reauthorization of the important federal vocational education program.

As the Chairman knows, the Council is an organization comprised of 32 of the nation's largest urban school systems. On our Board of Directors sit the Superintendent and one Board of Education member from each district, making the Council the only national organization so constituted and the only education group whose membership is solely urban.

The Council's membership serves over 4.2 million children, or about 11% of the country's public elementary and secondary school enrollment. Approximately 32% of the nation's Black children, 27 percent of the Hispanic children, and 21% of the Asian-origin children are being educated in our 32-member systems. Almost one-third of our enrollments are of children who reside in single-parent families receiving public assistance, and over 65 percent a free or reduced-priced lunch daily.

Mr. Chairman, I would like to restrict my testimony this morning to recommendations for H.R. 4164. The Council has testified earlier this year before the Committee outlining our general perspective on the Vocational Education Act.

In general, Mr. Chairman, H.R. 4164 is a strong bill that provides a good structure for the reauthorization of the vocational education act. While we do have a number of conceptual difficulties with the direction of the bill, most of our recommendations are technical ones. We do, however, expect that many groups will suggest changes, and therefore we are recommending that the Subcommittee not markup the bill this session. The Council is working closely with other members of the national education community to build a strong consensus for this bill.

The Council of the Great City Schools has two overarching concerns about the new bill, concerns that we also have with the current program: (1) the general purpose and direction of the program, and (2) provisions for females and the disadvantaged. The NIE study of the Vocational Educational Act found that current programs are unfocused and diffuse. The result is that is now very difficult to ascertain whether federal priorities are being met and goals achieved. H.R. 4164 holds little promise, unfortunately, that this problem can be resolved. With a program as historically entrenched as this one, it is likely that institutional demands will drive the legislation more so than the goals of Congress. We are not sure we have a solution to this persistent problem, but are sure that the new bill does not solve it.

The second general concern we have in this new legislation involves provisions for sex equity and the disadvantaged. We agree with the Lawyer's Committee for Civil Rights Under Law that there is an unjustified imbalance between funding for programs to overcome sex discrimination and those to support homemaking projects under this bill. We are concerned about this problem because the urban areas have such unusually large proportions of female-headed families with low income and/or high unemployment, and which also are predominantly minority. We are very concerned that homemaking programs for the disadvantaged are used to track minority youth who are in greater need of training for long-term employment. The Council feels that the Vocational Education Act has a significant and positive role to play in enhancing the skills of female students, but that this role is not being served under the new bill.

Mr. Chairman, we are also concerned about the legislation's ability to meet the special needs of the disadvantaged, the handicapped, females and the limited-English proficient. The general goals of the bill point to a greater concern in this area, but the legislation itself does not go very far to insure that resources are targeted to these populations. The Council has a series of recommendations that we hope would guarantee that the bill's promise for the disadvantaged becomes a reality.

RECOMMENDATIONS FOR H.R. 4164

Sections 102. Authorization of Appropriations

The Council recommends that the title II be treated as a single authorization with a single appropriation and specific percentage allocations to each part. The percentages would be based on each Part's share of the current Title II authorization. We would recommend wording this change in such a way that only a single appropriation would be required for Title II in its entirety, and that each Part's appropriation would be automatically triggered by the authorizing language.

We think this approach has the advantage of guaranteeing that the legitimate and important goals of each Part of Title II receive its share of funding. We also believe that by tying the appropriations of each Part to every other Part of Title II that all groups interested in special sections of the bill will be encouraged to work for a higher overall vocational education appropriation. In addition, this approach has the political advantage of encouraging the support of diverse groups which had specialized set-asides under the old law but do not under this one.

Title II, Part A. Basic State Grants

Sec. 201. The Council recommends that states be required to spend at least 95 percent of the funds they receive under parts A and and E on "eligible recipients" in that state's jurisdiction. This requirement would insure that funding sent to each state was actually spent on programing and would minimize the dollars that could be held or used for administrative purposes. The Council would also prefer that this funding within state be distributed to recipients on the basis of a formula, if such an equation can be designed and agreed upon.

Sec. 202. The Council recommends that the use of funds under title II be modified to allow for magnet vocational education programs. Programs of this nature have become very important to urban school systems trying to desegregate. Currently, a number of urban districts would like to use some vocational education money to enhance their skills-oriented magnet centers, but are not sure that this is an allowable activity. We believe that making this usage explicit in the law would encourage the coordination of these two important functions existing now in urban schools. The Council would also recommend that this modification be made to Part E of Title II.

Sec. 202 (a)(9). The Council recommends that the language allowing prevocational programs be modified to allow school systems to undertake projects that would encourage potential dropouts to stay in school. Urban school systems have dropout rates that are higher than other kinds of schools. Because vocational education programs—by tradition—are often clustered in the 11th and 12th grades, many students who drop out earlier can not take advantages of these classes. The Council believes that vocational programs in the lower grades would catch potential dropouts before they left school, and would provide them an excellent reason to stay.

The Council recommends that the use of funds under Part A of Title II allow local public school systems to include general vocational education and remedial education that enhances the basic literacy skills of vocational students. An emphasis on vocational education programs in—we are concerned that traditional local education agencies is missing in this bill—yet the private sector continues to make clear that it is in greatest need of workers who can read, write and compute before entering more specialized training programs. The Council is very concerned and that the current bill may be too oriented on short-term training—leading solely to entry level jobs after high school graduation and on local labor market demands—and not enough on life-long preparation for work.

Title II, Part B. Consumer and Homemaking Education

The Council is very concerned that this part of the bill will be used to justify disproportionately high enrollments of minority female students in our schools. If the findings of research cited by the Lawyer's Committee for Civil Rights is correct in that coursework in Home Economics is associated with a decline in earnings for women, then this Part of the law needs to be seriously studied by the Committee before markup. The Council has no specific recommendation for this section, to state that either Parts A or B of the bill need to be significantly modified to ensure that sex equity is strenthened, not weakened, in the bill.

Title II, Part C. Career Guidance and Counseling

The Council recommends that paragraph (b) be modified to allow guidance and counseling programs that are aimed directly at providing information to students, particularly minority and poor students, on how to obtain federal financial assistance for post-secondary education and training opportunities. A good deal of research is now emerging that indicates that minority students are less aware of government loan programs for post-secondary schools, and therefore are less inclined to apply for and attend these schools. We think this modification would help to alleviate this problem, and would go a long way to build minority participation in postsecondary programs.

Title II, Part E. Youth With Special Needs

The Council is keenly interested in this section, but is concerned that it is not clearly worded.

Sec. 241(c). This section of the bill describes eligible youth on the basis of six (rather than four) variables: educational disadvantage, financial disadvantage, handicapped condition, limited-English proficiency, single parenthood, and individuals in non-traditional occupations. None of these categories are well enough defined, however, to ensure that funding is targeted on them. We know of no way, for instance, to count students in non-traditional occupations, as desirable as that might be. It is also unclear whether funds would be distributed on an aggregate count of students in these four categories or separately. Furthermore, counts based on the previous year's programing may not help recipients who have traditionally been underfunded.

Sec. 242(d)(1). The Council recommends that 95% rather than 90% of the funds be spent under Part E on eligible recipients. This corresponds to our recommendation under Part A.

Sec. 242(d)(2). The Council recommends that under Sec. 242(a)(2) the eligible youth referred to in this section also refer back to the categories listed in Sec. 241(c). This would clarify that funds are to be distributed on the basis of these youth only and not on all youth eligible for services under the Act. In addition, the bill states that funds are to be distributed "upon approval of a plan that meets criteria set forth pursuant to section 411(c)(5)." These criteria are so ill-defined as to have no meaning, and give too much discretion on how to distribute the funding.

In general, the Council urges the Committee to adopt a clearly written national formula for Part E but are fearful that the formula now in Part E does not do what it purports to do. We are concerned that without clear targeting and a triggering of Part E, that these funds for the disadvantaged will not come close to matching levels from previous years and will not meet national goals. The Council will be designing, in the coming weeks, a new mechanism for distributing funds under Part E that we think will come closer to meeting these needs, and to resolving some of the ambiguities of the Part. We will submit these changes to the Committee when we have completed them.

Title IV, General Provisions

Sec. 411(a)(2). The Council recommends that this paragraph be modified to allow local education agency review of the state's three year plan.

Sec. 411(c)(5). The Council recommends that the criteria to be used by the State Board to distribute funding to eligible recipients be more clearly defined. In addition, we would recommend that states ensure allocations to economically depressed areas under Sec. 411 that are not only higher in absolute dollar terms but are higher on a per pupil basis. Without this correction, funds are likely to be spread around across the states. The Council would also like to recommend that these higher per pupil allocations be made explicitly applicable to both Part E and Part A of Title II.

Sec. 412(a)(13). The Council recommends that this hold-harmless provision be clarified so that funding to eligible recipients under Parts A and E of Title II not off-set one another. We would like to have clarified here that increasing monies provided under Part E by the states do not result in corresponding decreases in Part A funds. Part E funds should be viewed as programming over and above what is provided under Part A. One way to do this might be to have states spend as much money for the disadvantaged, females, and the handicapped under Part A as they did under the old Basic States Grants of the present law.

Sec. 422(a). The Council recommends under Sec. 422 that evaluation at the local level include measures of program success like average standardized test scores or average dropout rates. The current evaluation system is strongly oriented toward placement rates and other indicators of individual success. We think that this method is appropriate to specific job training components of local Programs and to national training programs like the Job Training Partnership Act, but less appropriate for more generalized education programs. The Vocational Education Act is more suited, in part, to evaluations of educational program success than to evaluation of individual outcomes. One of the presistent problems of the vocational system is that its programming is strongly driven by these individual placement rates, when these rates may not be appropriate for programs with a generalized purposes.

We would like to reiterate, Mr. Chairman, that the current bill provides a strong framework for reauthorizing the federal vocational education law. Our enthusiasm for this bill, over and abover the current law, depends in part on the ability of the new Act to meet the needs of special groups so heavily concentrated in urban areas. As currently drafted, we fear that H.R. 4164 may be a setback on the road to greater equity and access. Again, the Council is working closely with members of the education community to iron out problems in the bill. We hope that there will not be a rush to mark up the legislation while consensus is being reached.

As always, Mr. Chairman, the Council of the Great City Schools stands ready to assist this subcommittee as this important legislation is considered. Thank you for this opportunity, and I stand ready to try and answer any questions you may have. Thank you.

Mr. **Andrews**. Well, thank you, sir.

Your statement and your offer are welcome. I can't but think, though, that your suggestions are far more than technical. They are very, very substantive.

But be that as it may, we are pleased to welcome Dr. Frank E. Burtnett, acting assistant executive director, American Association for Counseling and Development.

STATEMENT OF FRANK E. BURTNETT, ACTING ASSISTANT EXECUTIVE DIRECTOR, AMERICAN ASSOCIATION FOR COUNSELING DEVELOPMENT

Mr. **Burtnett**. Mr. Chairman, I am Frank Burtnett, with the American Association for Counseling and Development. I am pleased to be here this morning to represent the views of our members, the American Association for Counseling and Development, formerly the American Personnel and Guidance Association, at these very important hearings on vocational education.

The counseling profession has long been concerned with work-bound youth and adults. In fact, the first formal counseling organization, the National Vocational Guidance Association, was funded in 1913, 4 years before the Smith-Hughes Act defined and placed significant focus on vocational education in the United States.

Today, NVGA and AACD's other 12 national divisions span every aspect of counseling and guidance work in schools, colleges, mental health, rehabilitation and related human service settings.

Our commitment over time to the career and vocational development needs of this Nation's citizenry are clear and well-documented.

The professional counselors, counselor educators, guidance supervisors, and other specialists who comprise our organization fully support the improvement and extension of vocational education programs which many individuals and groups have called to the attention of this subcommittee.

We are most concerned that future vocational education legislation addresses the career and vocational guidance needs of children, youth, and adults.

Let me address briefly the needs of the general population and those of the economically disadvantaged, women, minority, handicapped, and adult citizens who are underserved by our present system.

As young people pass through the awareness and exploration phases of their career development, the services offered by comprehensive guidance programs can be useful in enhancing the quality of the educational and vocational decisions that each student must make.

As late-adolescents and adults continue in this decisionmaking process and deal with the specific concerns of entry into the work force, they, too, require special attention that can be offered by professional counselors through guidance programs.

The adult—early career or midcareer, employed, or unemployed—may need the services offered in a guidance and counseling program to: One, enter the work force; 2, move from one occupational field to another; 3, retrain for an occupation with the provision of security; 4, reenter the work force following time at home as a parent; or, 5, move to an occupational field which fully utilizes one's aptitudes, abilities, and interests, and leads to a level of personal satisfaction and fulfillment.

In addition, women and girls, minority youth and adults, and handicapped persons of all ages must receive focused and specialized attention to their career and vocational development needs.

As this testimony points out, the needs of our citizenry are broad and diversified. Every American citizen can benefit from the provisions of a quality program of guidance and counseling services which includes the following elements:

One, individual and group counseling; 2, occupational, educational, and financial aid information and resources; 3, testing, measurement, and appraisal resources; 4, orientation programs; and, 5, placement services.

These services must be offered to all students as a part of their general educational experience and tailored, whenever appropriate and possible, to assist the individual in preparing for, entering, and advancing in the valuable vocational and technical education programs offered in our schools.

With respect to the consideration of potential vocational education reauthorization legislation, the American Association for Counseling and Development appreciates the work of Chairman Perkins and Mr. Goodling and the sponsoring groups, and the American Vocational Association, the American Association for

Community and Junior Colleges, and the National Association of State Directors of Vocational Education.

We are especially appreciative that this legislation includes singificant vocational guidance and counseling provisions.

We are particularly supportive of the greater stature given to the guidance provisions by incorporating them into an entire part of the bill, rather than merely a section. This means that the need for adequate guidance and career development programs in all areas of the country is getting appropriate attention. In addition, we recommend certain modifications to further improve this legislation.

I have included that information in the appendix to my testimony. It is basically language changes.

The primary concerns of our association with regard to Federal vocational education legislation are as follows:

One, Statement of purpose, section 101(b):

Guidance and counseling programs are not simply supportive services. They are services which are integral, and not ancillary, to vocational education. Therefore, we urge that any Federal vocational education legislation include guidance and counseling as a distinct, major purpose of that legislation.

Two, authorization of appropriations, section 102:

Currently, vocational guidance and counseling programs are authorized at a funding level equal to 4 percent of the sum of basic grant and program improvement appropriations.

Further, there are now several program sections which may provide additional support for guidance and counseling, such as personnel training, research and curriculum development.

Although AACD recognized the importance of simplifying Federal vocational education law, we believe that the weakening of Federal priorities with regard to crucial programs and services provided to the Nation's students, under the guise of simplification, is too great a price to pay for such simplification.

We therefore urge Congress, and particularly this subcommittee, to include in its legislation a 6-percent set-aside for vocational guidance programs as provided for in section 4 of H.R. 825, introduced earlier this year by Mr. Kildee and Mr. Goodling.

However, if this subcommittee should decide that the percentage set-aside approach is no longer appropriate, we urge the subcommittee to adopt a funding approach which would reserve adequate funds for vocational guidance programs from the basic grant appropriation.

Even with the current percentage set-aside, Congress has not appropriated the authorized funds for guidance and counseling programs, because program improvement funds, relative to basic grant funds, were less than those authorized.

Given this fact, it seems clear that a separate authorization for vocational guidance and counseling, with less than prior additional support from other program sections, i.e. personnel training, et cetera, could easily result in severe funding decreases and perhaps even funding elimination.

Three, use of funds, section 202(a):

AACD recommends that guidance and counseling be listed as a distinct activity rather than a subactivity of special vocational education programs and supportive services, for reasons stated earlier with regard to the statement of purpose.

Four, comprehensive career guidance and counseling programs, title II, part (c):

AACD supports the inclusion of this new part (c) for comprehensive career guidance and counseling programs and urges that this improvement over current law be maintained in the vocational education reauthorization legislation.

Five, programs for youth with special needs, title II, part (e):

AACD supports the inclusion of career guidance and counseling programs for youth with special needs, such as minorities, women, the handicapped and the economically disadvantaged.

Six, programs for adult training and retraining, title II, part (f):

AACD recommends that the legislation include guidance programs sufficient to meet the needs of adults who are both beginning careers and making career changes.

Seven, planning processes, sections 411(c)(2), 402(a), and 307(b)(2):

AACD urges the subcommittee to include counselors as important participants in the national, State and local planning processes. Further, we urge that counseling be required as an aspect of State and local plans and updates.

Eight, equity provisions, including the sex equity coordinator provision, section 401(c):

AACD urges the subcommittee to strengthen the equity provisions in the legislation. As an active member of the Task Force on Vocational Education of the National Coalition for Women and Girls in Education, AACD hopes that the subcommittee will improve the sex equity coordinator section and other parts of the bill so that States will be able to more effectively work toward eliminating the persistent problem of sex stereotyping in vocational educational programs.

Further, we urge the subcommittee to enhance the aspects of the bill which relate to vocational education opportunities for minorities, disadvantaged students, the handicapped and students with limited English-speaking ability.

Nine, definitions, title IV, part (f):

AACD supports both the inclusion of guidance and counseling in definition 25 as a part of vocational education, and the addition of definition 3, which provides a more comprehensive definition of career guidance and counseling.

Ten: Finally, AACD recommends that a new provision be added to the bill—perhaps in the part on career guidance and counseling—to support programs which foster counselor collaboration with vocational education instructors, administrators, supervisors, curriculum specialists and related personnel.

Such a provision should also provide opportunities to counselor to obtain first-hand experience in business and industry.

Mr. Chairman and distinguished members of the subcommittee, we support House Bill 4164 with adequate attention directed to the issues I have raised in my testimony.

I thank you for this opportunity to present the views of the American Association for Counseling and Development on vocational education and, more specifically, the role which career and vocational guidance can play in this important aspect of American education.

As Federal vocational education programs are an investment in the human capital of our Nation, career guidance and counseling programs are an investment in the effective and efficient use of Federal vocational education dollars.

I would be pleased to answer any questions you have on these recommendations or provide supplementary information as a followup to this testimony.

Thank you.

[Prepared statement of Frank E. Burtnett follows:]

PREPARED STATEMENT OF DR. FRANK E. BURTNETT, ACTING ASSISTANT EXECUTIVE DIRECTOR FOR ASSOCIATION AND PROFESSIONAL RELATIONS, AMERICAN ASSOCIATION FOR COUNSELING AND DEVELOPMENT

Mr. Chairman and members of the Subcommittee on Elementary, Secondary, and Vocational Education, I am Frank Burtnett, Acting Assistant Executive Director for Association and Professional Relations with the American Association for Counseling and Development. I am a former teacher, counselor, guidance director with the Fairfax County, Virginia, Public Schools and state coordinator of vocational guidance with the Pennsylvania Department of Education. Since 1970, I have been responsible for professional development programs with AACD.

I am pleased to be here this morning representing the views of the 41,000 members of the American Association for Counseling and Development (formerly the American Personnel and Guidance Association) at these very important hearings on vocational education. The counseling profession has long been concerned with work-bound youth and adults. In fact, the first formal counseling organization, the National Vocational Guidance Association, was founded in 1913—4 years before the Smith-Hughes Act defined and placed significant focus on vocational education in the United States. Today, NVGA and AACD's other 12 national divisions span every aspect of counseling and guidance work in schools, colleges, mental health, rehabilitation and related human service settings. Our commitment over time to the career and vocational development needs of this nation's citizenry are clear and well documented.

The professional counselors, counselor educators, guidance supervisors and other specialists who comprise our organization fully support the improvement and extension of vocational education programs which many individuals and groups have called to the attention of this Subcommittee's. We are most concerned that future vocational education legislation addresses the career and vocational guidance needs of children, youth and adults. Today, I hope to focus on the present state of vocational guidance in the United States and the future direction that it should take. Let me address briefly the needs of the general population and those of the economically disadvantaged, women, minority, handicapped and adult citizens who are underserved by our present system.

As young people pass through the awareness and exploration phases of their career development, the services offered by comprehensive guidance programs can be useful in enhancing the quality of the educational and vocational decisions that each student must make. As late adolescents and adults continue in this decision-making process and deal with the specific concerns of entry into the workforce, they too, require special attention that can be offered by professional counselors through guidance programs. The adult—early career or midcareer, employed or unemployed—may need the services offered in a guidance and counseling program to: (1) enter the workforce, (2) move from one occupational field to another, (3) retrain for an occupation with the provision of security, (4) re-enter the workforce following time at home as a parent, or (5) move to an occupational field which fully utilizes one's aptitudes, abilities and interests, and leads to a level of personal satisfaction and fulfillment. In addition, women and girls, minority youth and adults, and handicapped persons of all ages must receive focused and specialized attention to their career and vocational development needs if they are to fully utilize the range of educational and occupational options open to them.

As this testimony points out, the needs of our citizenry are broad and diversified. Every American citizen can benefit from the provisions of a quality program of guidance and counseling services which includes the following elements: (1) Individual and group counseling, (2) occupational, educational and financial aid information and resources, (3) testing, measurement and appraisal resources, (4) orientation programs, and (5) placement services. These services must be offered to all students as a part of their general educational experience and tailored, whenever appropriate and possible, to assist individuals in preparing for, entering, and advancing in the valuable vocational and technical education programs offered in our schools. The provision of improved counseling and guidance services to children, adolescents and adults will result in a population which:

1. Understands the range of career and vocational opportunities provided through vocational education, trade and technical education, and community college programs.
2. Chooses or makes better choices from the variety of educational and occupational options.
3. Moves into career and occupational fields based on sound decision-making constructed upon self-awareness of aptitudes, abilities and interests.

Dr. Edwin L. Herr, current President of the American Association for Counseling and Development, offered the following statement before the U.S. Senate Labor and Human Resources Committee, Subcommittee on Education, Arts and Humanities, oversight hearings on guidance and counseling (April 28, 1982) which has relevance here. Dr. Herr stated: "As counselors employ the individual and group counseling, information services, testing, skill-building workshops and related activities, their goals are not to classify and channel individuals into rigidly defined occupational or training quotas. Rather, the intent is to help these individuals gain intelligence about their personal characteristics and possibilities, understand their multipotentiality, become educated to choose, and to take constructive and planful action. Before the counselor can get to such goals, however, it is often necessary to help the student or adult client cope with their changing and, perhaps, neglecting family situations, discontinuities and crises in their lives, loss of loved one, substance abuse or the lack of adequate psychological or economical resources to sustain the individual through the current phase of their education and into the next lifestage."

This kind of philosophical attention to individual needs has not precluded a role for guidance and counseling in human capital development in the United States. For example, in this nation, within the context of individual freedom of choice which we rightly prize, the National Defense Education Act of 1958, which gave guidance and counseling its major place in the schools for the United States, did so because of the needs for the nation to identify young people of scientific and technical talent and to encourage them to enter the study of sciences and mathematics in our colleges and universities. While many other outcomes ensued as a result of the effects of the National Defense Education Act (e.g., vastly expanded counselor training programs, major research activities designed to study the most effective ways of training counselors, new insights into measurement of individual characteristics and into career behavior, the growing acceptance of counselors as playing an important role in the carrer development process), professional counselors made major contributions in helping the United States achieve its educational goals during the 1960's and 1970's.

The past 20 years has seen guidance and counseling identified in many pieces of national legislation as methods of dealing with the problems of economically disadvantaged students, women and members of minority groups dealing with sexual and racial discrimination, vocational education students choosing curriculum or jobs, handicapped students being mainstreamed in American education, issues addressing the employment and unemployment of youth and adults and related issues such as career education, school vandalism, and underachievement. A brief analysis of the content of the Vocational Education Act of 1963 and its related amendments, the Elementary and Secondary Education Act, the Education for All Handicapped Children Act, and related state and national legislation suggests the importance which has been placed on the implementation of guidance and counseling in responding to such national issues. While each of these expectations of guidance and counseling have a personal development emphasis, it also has implications for effectively enhancing and increasing America's human potential.

With a lack of a guidance and counseling unit in the U.S. Department of Education designed to address and monitor national needs in counseling and related status issues, limited Federal program attention has been devoted to the status of guidance and counseling as it relates to the important human needs outlined in this testimony. Rather, the primary level for the organization and administration services has been at the state and local level.

The United States Department of Labor reported in 1980 that approximately 75,000 counselors were employed in the schools, rehabilitation, college and related settings in the United States. Related data from the National Center on Educational

Statistics and the United States Census Bureau reports an even higher figure of individuals who described themselves as counselors. The American Association for Counseling and Development estimates that approximately 67,000 counselors currently function in the elementary schools, junior high schools, secondary schools and adult education programs of the United States. While this figure sounds impressive, one must realize that these persons are serving a student population that results in a counselor to student ratio at the secondary school level across the nation of one counselor to 425 students and, at the elementary school level, one counselor to every six elementary schools. Such ratios obviously mean that many students, parents and families in the United States have limited or no access to guidance services either in elementary, secondary or vocational education.

Given such extensive involvement with helping students consider and prepare for the future, it was disappointing to note that the recent widely publicized report of the National Commission on Excellence in Education, A Nation At Risk: The Imperative for Educational Reforms, was silent in its recommendations on educational reform about the role of guidance or school counselors in helping to achieve the type of educational excellence that the Commission seeks. The more recent report by the Carnegie Foundation for the Advancement of Teaching, High School, however, specifically states: "Guidance services should be significantly expanded. No counselor should have a caseload of more than 100 students. Moreover, school districts should provide a referral service to community agencies for those students needing frequent and sustained professional assistance.

Thus, to insure educational quality is to insist that appropriately trained, professional certified counselors are available in elementary, middle, secondary and vocational education programs to meet the guidance and counseling needs expressed by students and parents in a variety of national and local needs assessments. A recent document jointly published by the American Association for Counseling and Development and the American Vocational Association is worthy of specific attention. This study noted:

"One major problem that occurs is the uneven distribution of guidance staff availability in certain settings. As an example, if one were to review the staffing profile of the availability of guidance programs in our nation's 7,000 rural and isolated schools, there would be cause for alarm. It is estimated that in these locations, less than 10 percent of the elementary students have access to guidance programs, while at the junior high and high school levels, less than 40 to 50 percent of these students have access to guidance programs. (Pinson, et al.)

In some of the largest states and cities, the counselor-student ratios in public schools are greater than the recomended ratio of one counselor for every 250 students. In a large midwestern state, the ratio at the high school level is one to 630. The average of combining the ratios of four of the 10 largest cities in the United States would approximately one to 740."

These figures can also be contrasted with the findings as early as 1959 by the Conant Commission on Improving the American High School which recommended a ratio of one school counselor to every 250 students or the 1971 White House Conference on Youth, which recommended a ratio of one to 50 students. Except in rare instances, even in the days of strong fiscal support for guidance and counseling from the National Defense Education Act, we have never committee sufficient resources to begin to approach a ratio of one counselor to 250 or fewer students in the United States.

Counselors have played an important role in the vocational education mission of American education. As counselors, not unmindful of the challenges this society has placed in front of vocational education, we join with our colleagues in that field to restate certain common concerns:

1. How can guidance be provided early enough, fully enough and long engough to assure that employable skills transcending specific job competencies are in the portfolio of every Americn citizen.

2. We must explore avenues for attracting and holding minority, women, handicapped and adult learneers, in the comprehensive Vocational education programs offered through our high schools, vocational technical education programs and community colleges.

To these issues we add two questions paraphrased from a legislative issues agenda proposed by a National Center for Research in Vocational Education Task Force convened in the spring of 1980:

1. To what extent should an educational program designed to give skills in nonbaccalaureate fields be expected to contribute to the individual, to the economy, to society?

2. And once this extent is known, what should drive Federal dollars, Federal requirements, Federal control in vocational education . . . national goals, state goals, workforce goals or individual goals?

The members of the American Association for Counseling and Development believe that our suggestions for strengthening vocational education can help Congress to answer many of these questions. Dr. Norman C. Gysbers, AACD Past President and former President of AVA's Guidance Division, has stated:

"Like vocational education, guidance is a program specifying learner outcomes which can be measured as specifically as job skills. These learner outcomes should include: (1) knowledge of career options and labor market data, (2) ability to make informed choices based on known aptitudes and interests, (3) improved interpersonal skills, confidence and self-esteem, (4) skill in seeking, finding and holding a job, (5) correctly anticipating the demands of the workplace, the employer and one's fellow workers, (6) improved work habits such as punctuality, preserverence and job completion."

Gysbers further states: "Like vocational education, guidance has its own professionally recognized personnel, trained in assisting students to achieve these and other competencies related to a full and equitable representation in the adult work world. These professionals rely more on the principles of teamwork than do other practitioners. They recognize that without the involvement and cooperation of other staff, parents, employers and community agencies and groups, these outcomes will be far more difficult to achieve."

With respect to the consideration of potential vocational education reauthorization legislation, the American Association for Counseling and Development appreciates the work of Chairman Perkins and Mr. Goodling and The Sponsoring Groups, and the American Vocational Association, The American Assoc. for Community & Jr. Colleges, and the Nat. Assoc. of State Directors of Voc. ED. We are especially appreciatives that this Legislation include significant vocational guidance and counseling provisions. [We are particularly supportive of the greater stature given to the guidance provisions by incorporating them into an entire Part of the bill, rather than merely a Section. This means that the need for adequate guidance and career development programs in all areas of the country, is getting appropriate attention. In addition, we recommend certain modifications to further improve this legislation.[1]

The primary concerns of our Association with regard to Federal vocational education legislation are as follows:

1. *Statement of purpose.*—Section 101(b): Guidance and counseling programs are not simply "supportive services." They are services which are integral, and not ancillary, to vocational education. Therefore, we urge that any Federal vocational education legislation include guidance and counseling as a distinct, major purpose of that legislation.

2. *Authorization of appropriations.*—Section 102: Currently, vocational guidance and counseling programs are authorized at a funding level equal to 4 percent of the sum of "Basic Grant" and "Program Improvement" appropriations. Further, there are now several program sections which may provide additional support for guidance and counseling, such as "Personnel Training," "Research," and "Curriculum Development." Although AACD recognizes the importance of simplifying Federal vocational education law, we believe that the weakening of Federal priorities with regard to crucial programs and services provided to the nation's students, under the guise of "simplification," is too great a price to pay for such "simplification."

We therefore urge Congress, and particularly this Subcommittee, to include in its legislation a 6 percent set-aside for vocational guidance programs as provided for in Section 4 of H.R. 825, introduced earlier this year by Mr. Kildee and Mr. Goodling. However, if this Subcmmittee should decide that the percentage set-aside approach is not longer appropriate, we urge the Subcommittee to adopt a funding approach which would reserve adequate funds for vocational guidance programs from the "Basic Grant" (Title II, Part A) appropriation.

Even with the current percentage set-aside, Congress has not appropriated the authorized funds for guidance and counseling programs, because "Program Improvement" funds, relative to "Basic Grant" funds, were less than those authorized. Given this fact, it seems clear that a separate authorization for vocational guidance and counseling, with less than prior additional support from other program sections (i.e., Personnel Training, etc.), could easily result in severe funding decreases and, perhaps, even funding elimination.

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[1] For AACD suggested language, please see the Appendix to this testimony.

3. Use of funds.—Section 202(a): AACD recommends that guidance and counseling be listed as a distinct activity rather than a subactivity of "special vocational education programs and supportive services," for reasons stated earlier with regard to the Statement of Purpose.

4. Comprehensive Career Guidance and Counseling Program.—Title II, Part C: AACD supports the inclusion of this new Part C for Comprehensive Career Guidance and Counseling Programs and urges that this improvement over current law be maintained in the vocational education reauthorization legislation.

5. Program for Youth With Special Needs.—Title II, Part E: AACD supports the inclusion of career guidance and counseling programs for youth with special needs, such as minorities, women, the handicapped and the economically disadvantaged.

6. Programs for Adult Training and Retraining.—Title II, Part F: AACD recommends that the legislation include guidance programs sufficient to meet the needs of adults who are both beginning careers and making career changes.

7. Planning Processes.—Section 411(c)(2), 402(a) and 307(b)(2): AACD urges the Subcommittee to include counselors as important participants in the national, state and local planning processes. Further, we urge that counseling be required as an aspect of state and local plans and updates.

8. Equity Provisions.—Including the Sex Equity Coordinator provision, Section 401(c): AACD urges the Subcommittee to strengthen the equity provisions in the legislation. As an active member of the Task Force on Vocational Education of the National Coalition for Women and Girls in Education, AACD hopes that the Subcommittee will improve the Sex Equity Coordinator section and other parts of the bill so that states will be able to more effectively work toward eliminating the persistent problem of sex stereotyping in vocational education programs. Further, we urge the Subcommittee to enhance the aspects of the bill which relate to vocational education opportunities for minorities, disadvantaged students, the handicapped and students with limited English-speaking ability.

9. Definitions.—Title IV, Part F: AACD supports both the inclusion of guidance and counseling in Definition 25 as a part of vocational education, and the addition of Definition 3, which provides a more comprehensive definition of career guidance and counseling.

10. Finally, AACD recommends that a new provision be added to the Bill (perhaps in the Part on career guidance and counseling) to support programs which foster counselor collaboration with vocational education instructors, administrators, supervisors, curriculum specialists and related personnel. Such a provision should also provide opportunities for counselors to obtain firsthand experience in business and industry and projects which provide opportunities to acquaint students with business, industrial, labor market and related training opportunities.

Mr. Chairman and distinguished members of the Subcommittee, we support House bill 4164 with adequate attention directed to the issues I have raised in my testimony. I thank you for this opportunity to present the views of the American Association for Counseling and Development on vocational education and, more specifically, the role which career and vocational guidance can play in this important aspect of American education. As Federal vocational education programs are an investment in the human captial of our nation, career guidance and counseling programs are an investment in the effective and efficient use of Federal vocational education dollars. I would be pleased to answer any questions you have on these recommendations or provide supplementary information as a followup to this testimony.

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APPENDIX

(Suggested language for two of the requested modifications)

1. STATEMENT OF PURPOSE

Existing Language:

Sec. 101(b)(7): To assist the States to utilize a full range of supportive services and special programs (including guidance counseling and placement) required to achieve the basic purposes of this act.

Requested Language:

Sec. 101(b)(7): To assist the States in conducting comprehensive career guidance and counseling programs which help all individuals to gain career development skills through guidance, counseling, and placement in order for these individuals to make informed and realistic goals and choices regarding training in work.

Sec. 101(b)(8): To assist the States in utilizing a full range of supportive services and special programs required to achieve the basic purposes of this act.

2. AUTHORIZATION OF APPROPRIATIONS

Existing Language:

Sec. 102(c): There are authorized to be appropriated $50,000,000 for fiscal year 1985, $60,000,000 for fiscal year 1986, $70,000,000 for fiscal year 1987, and such sums as may be necessary for each succeeding fiscal year to carry out Part C of Title II.

Sec. 221 (Part C of Title II): From the sums allocated to States for this part pursuant to section 104, the Secretary is authorized to make grants to States to assist them in conducting career guidance and counseling programs authorized by this part.

Requested Language:

Sec. 221 (Part C of Title II): From the sums allotted to States for Part A of Title II pursuant to section 104, the Secretary shall reserves $50,000,000 for fiscal year 1985, $60,000,000 for fiscal year 1986, $70,000,000 for fiscal year 1987, and such sums as may be necessary for each succeeding fiscal year to make grants to States to assist them in conducting career guidance and counseling programs authorized by this part.

Mr. ANDREWS. Thank you for a very fine statement on behalf of a very important, fine group of people. I am going to have to excuse myself as well. I am sorry, I had an 11 o'clock appointment. I hope they are still there.

I will recognize Mr. Pat Williams, the Congressman from Montana.

Mr. WILLIAMS [presiding]. Thank you.

We will hear from the final witness on this panel, Mr. Ralph Staiger, Executive Director of the International Reading Association

STATEMENT OF RALPH STAIGER, EXECUTIVE DIRECTOR, INTERNATIONAL READING ASSOCIATION

Mr. STAIGER. Thank you, Mr. Chairman.

I shall be brief. I shall try to be brief, anyhow. I am Ralph Staiger——

Mr. WILLIAMS. That is how we start every one of our speeches. You have stuck fear in our hearts.

Mr. STAIGER. Fortunately, I am not a Congressman. I am the executive director of the International Reading Association. I would like to thank you, the committee, and its chairman for the opportunity to appear before you today.

The bill to reorganize the Vocational Education Act is of considerable interest to the International Reading Association. The IRA is vitally concerned with literacy at all grades and levels and has more than 59,000 members in the parent organization, plus thousands of others who are members of State and local units.

A number of our members work with vocational programs and the chief complaint is that there are not enough of them to go around.

Congressman Brown, earlier today, mentioned the need for providing the work force with tools for change. This is at the heart of our recommendations.

Any occupation of concern to vocational education demands a relatively high level of literacy. In today's complex society, with seemingly overnight changes in job requirements, workers with limited reading skills have difficulty surviving on the job.

Automobile mechanics, for example, need at least an 11th or 12th grade reading ability to read operation and maintenance manuals for automobiles. Computer operators and repair personnel need a high reading level to comprehend well some of the technical manuals that explain computer operations and maintenance.

And if you have learned how to use a personal computer recently, you will know exactly what I mean. The manuals are highly complex and almost impossible to deal with. This is unfortunate, but nevertheless true.

Farmers today, in order to survive, must read highly technical information about farming and farm machinery. The day has long since passed when any group other than those in the most meaningful jobs can survive without a high level of literacy.

Most of the research on the reading levels needed for occupations has been done by the Armed Forces. As reported in Stight's Reading For Working, in 1975, the reading requirements are 11th grade for a light weapon infantryman, armor crewman, general vehicle repairman, units and organizational supply specialist, medical specialists, and military policemen.

A 12th grade-plus level was reported for a ground control radar repairman and a personnel specialist. A 9th grade reading level was reported for cooks.

Comparable civilian occupations require similar reading levels. Reading personnel can contribute to the effectiveness of vocational preparation in at least three ways.

One, helping vocational instructors to improve their knowledge and skill about the reading demands and the content on their students.

Two, helping instructors and others to prepare instructional materials to make those materials more readable.

And, three, helping students raise their reading level.

Postsecondary vocational schools have reading personnel involved in the last of these three, but the first two are generally lacking.

Vocational instructors in secondary and vocational schools teach specific technological content just as in the case of teachers of physics, chemistry, industry, history, or mathematics.

Reading personnel through content area reading courses or staff development can assist vocational instructors to improve their skills in teaching their students to read materials in these fields.

An important factor in how well a reader understands what he or she reads is the difficulty level of materials being read. Format, vocabulary, organization, et cetera, et cetera, are all involved in making copy easy or hard to read.

Reading personnel can assist those who prepare vocational material in making materials easier to read.

The Federal role in vocational education has been one of support of a system to serve all. Today, an equality of opportunity cannot be measured solely as a function of access to a program.

It must also include access to a quality program.

The Federal Government has a role to play in the improvement of vocational education. This role is to provide leadership not only in the visible areas of the technical world, but also for those who are being educated for the tasks requiring them to manipulate the technical world's information.

The IRA believes that the Federal role is to provide supports to the several States to improve their curricula in vocational education.

We have six specific recommendations which are included in the written testimony. They are technical, or really additions of reading, and you can read these for yourselves.

I shall not take the time currently to do so, unless you want me to.

I would like very much to thank you for the opportunity to present our views and I look forward to providing the committee with any assistance which may be of use.

I might say that I have done this in vocational schools myself, and where boys were not willing to read anything, after we provided them with the proper interesting materials, they fought over the books.

This is what can be done.

Thank you.

[Prepared statement of Ralph Staiger follows:]

PREPARED STATEMENT OF RALPH STAIGER, EXECUTIVE DIRECTOR, INTERNATIONAL READING ASSOCIATION

My name is Ralph Staiger, I am the Executive Director of the International Reading Association. I would like to thank the Committee and its Chairman, Carl Perkins for the opportunity to appear before you today.

The bill to reorganize the Vocational Educaton Act is of considerable interest to the International Reading Association (IRA). IRA, which is vitally concerned with literacy at all grades and age levels, has more than 59,000 members with a parent organization, plus thousands of others who are members of state and local units. Though the organization has members in more than eighty countries. 91 percent of its member are in the United States.

Any occupation of concern to vocational education depends on a relatively high level of literacy. In today's complex society, with the seemingly overnight changes in job demands, workers and vocational students with limited reading skills have difficulty surviving on the job or in school. Automotive mechanics, for example, need at least an eleventh or twelfth grade reading level to read operation and maintenance manuals for automobiles. Computer operators and repair personnel need a high reading level to comprehend well some of the technical manuals that explain computer operations and maintenance. Farmers today, in order to survive, must read highly technical information about farming and farm machinery. The day has long since past when any group other than those in the most menial jobs can survive without a high level of literacy.

A statement from the report of the National Commission on Excellence in Education (A Nation at Risk: the Imperative for Educational Reform) emphasizes the importance of basics, including reading in the world of business and the military. It states: Business and military leaders complain that they are required to spend millions of dollars on costly remedial education and training programs in such basic skills as reading, writing, spelling and computation. The Department of the Navy, for example, reported to the Commission that one-quarter of its recent recruits cannot read at the ninth grade level, the minimum needed simply to understand written safety instructions. Without remedial work they cannot even begin, much less complete, the sophisticated training essential in much of the modern military. (page 9)

Most of the work on determining reading levels needed for occupations has been completed by the armed services. As reported in Tom Sticht's Reading for Work (HumRPRO, 1975) the reading requirements are eleventh grade for light weapons infrantryman, armor crewman, general vehicle repairman, unit and organizational supply specialist, medical specialist, and military policemen. A twelfth grade plus level was reported for a ground control radar repairman, and personnel specialist. A ninth grade reading level was reported for cooks. Comparable civilian occupations would require similar levels.

Reading personnel can contribute to the effectiveness of vocational preparation in at least three ways: (1) helping vocational instructors to improve their knowledge and skill about reading demands of their content on their students; (2) helping instructors and others in preparing instructional materials to make those materials more readable; and (3) helping students to raise their reading level. Postsecondary vocation schools have reading personnel involved in the last of these three, but the first two are lacking.

Vocational instructors in secondary and vocational schools teach specific technological content, just as in the cases of the teachers of physics, chemistry, history, mathematics, and other contents. Reading personnel, through content area reading courses or staff development, can assist vocational instructors to improve their skills in teaching their students to read materials in their fields.

An important factor in how well a reader understands what he or she reads is the difficulty level of the materials being read. Format, vocabulary, organization, sentence length, usage of transition and signal words are all involved in making copy easy or hard to read. Reading personnel can assist those who prepare vocational material in making their material easier to read.

The federal role in vocational education has been the support of a system to serve all. Today, equality of opportunity can not be measured solely as a function of access to a program, it must also include access to quality. The federal government has a role to play in the improvement of vocational education. This role is to provide leadership not only in the the visible areas of the technical world, but also for the individuals who are being educated for the task requiring them to manipulate the technical world's information. The IRA believes that it is in the federal role to provide the support to the several states to improve their curriculum in vocational education.

Specific suggestions for modifying the bill are the following:

1. Page 4, line 24—insert the word "reading" after "science"
2. Page 17, line 5—insert "individuals having limited reading ability" following the word "handicapped".
3. Page 19, line 19—insert "reading and speaking" before the word "English".
4. Page 40, line 4—insert "individual with limited English reading proficiency" before "the handicapped"
5. Page 70, line 9—insert "reading" before "mathematics"
6. Pages 96-105—add a definition of "basic skills required to succeed in vocational education" (include reading, writing and mathematics).

I would like to thank you again for the opportunity to present our views and I look forward to providing the Committee with any assistance that may be of use.

Mr. WILLIAMS. Thank you very much.

Mr. Kildee, any questions?

Mr. KILDEE. No questions.

Mr. WILLIAMS. Let me ask each member of the panel—we have a large panel, so I will ask you to be succinct, starting with Linda Tarr-Whelan.

Let me ask you a couple of questions.

First, as you know, and if you have answered this in your testimony, I apologize, I wasn't here and it is important to me personally to have this information.

As you know, the legislation as it is written gives private employers a key role in both planning vocational programs and then in evaluating their effectiveness.

Do you support that proposal in the bill? If so, why? And, if not, why not?

Ms. Tarr-Whelan. My testimony did deal with it in some detail. We look forward to working with industry, but we raise several concerns. One is that particularly for in-school youth or school-age youth, the program should be through the public schools, as opposed to being through private employer type of program.

And, second, that we believe that we ought to be looking at planning, which included occupations highly influenced by technology in the private sector as well as those programs which are aimed at training people for high-tech jobs.

So we raise two concerns with this particular proposal.

Mr. Williams. Thank you.

Mr. Pierce. Mr. Chairman, we support coordination/cooperation. We propose some language changes that would require that not only in this legislation, but in the JTPA bill. We do not think it is appropriate, however, for the private sector to make the decisions about education that this bill would allow them to make.

We, therefore, would suggest that this bill provides them with more involvement in the governance of education than is appropriate.

Mr. Williams. So, is it the position of the chief State school officers then that you prefer not to have the PIC agency as the control agency for voc ed?

Mr. Pierce. Yes, sir, that is our position. We think that we should coordinate and cooperate in every way with the PIC agency. We think the PIC's should be required to cooperate with the State Board of Education and meet with the State Boards in terms of their role in vocational education.

We just don't think that they should assume that responsibility.

Mr. Hale. I think we would see the PIC agency in the same kind of way. The industry has a different goal than your elementary and second schools have. There need to be coordination, they need to be working together, but they can't be identical and industry to a large extent cannot impose that role.

Mr. Burtnett. Mr. Williams, counselors don't get too much involved in the decisionmaking process at any point in the educational process. But I do think that anywhere counselors can get into the community and the community get into the school, and anywhere counselors can serve as a bridge between students and the school and the communities, we would support that 100 percent.

I would like to see counselors represented on councils. I would like to see additional business and industrial representation on the activities of the school, and I think our position would be that all the bridging that could occur can lead to the betterment of vocational education.

Mr. Casserly. Mr. Williams, as you probably know, urban school systems are trying very hard to encourage private sector involvement in their school systems.

There is probably no greater example of that than right here in the Washington, D.C. school system.

We also are concerned with governance instructions by the PIC's, but I think that we are probably not quite as concerned as maybe other folks would be. I don't see any particular danger of private industry taking over the schools.

I don't know why they would want to, particularly.

Mr. WILLIAMS. Well, the only reason they would want to is because the schools have played a significant force in the development of private industry in the country.

I don't think they want to either, but if they did, it would be the best buy in their budget. Whether it would be in the best interest of the public is another question.

Finally, let me ask each of you this question, starting with you, Linda. It is my understanding that the sense of what has been said by you and the other witnesses here today is that we ought to go slow and not be in a rush to pass this bill, at least as it is now written.

Is the bill close enough to the direction that each of you wish to go, to be used as a markup vehicle?

Ms. TARR-WHELAN. As far as the National Education Association is concerned, yes, it is a good basic vehicle. We think it has come a long way. Our concern about being sure that we spent enough time to correct it is that it is a relatively major change and we think there are some areas which we identified in the testimony itself that needed to be worked on.

We have found a very good working relationship so far in moving in that direction, Mr. Williams, and so we do see this as a markup bill, but we are anxious that it not go so fast that we create problems where none exist.

Mr. PIERCE. I think the Council of Chief State School Officers would support this as a basic piece of legislation for markup. I think we are caught on the horns of a dilemma. The longer we wait the more folks you are going to hear from, the more oxes that are going to be gored, and people are being concerned that their particular, fairly insignificant concept be included.

I think you have to do that. I think there has been opportunity for that to a great extent in this piece of legislation. I don't think we ought to rush forward without careful consideration, but I think we ought to move ahead, and I am not sure we ought to wait as long as some of us have suggested.

Mr. HALE. We see it as a basic bill and support the direction of the bill. We are not sure we are ready for markup right now.

Mr. STAIGER. We have just minor recommendations for it, and otherwise, are not that much involved.

Mr. BURTNETT. The American Association for Counseling and Development could probably best use some vocational education language and say if this were in an auto repair shop, that we would like very much to do some tuning, some test driving and then turn it over to the public.

It doesn't need major repairs. It is not the bill that has been the result of a major collision. We need to tune it up a little bit before it is ready for the guidance and counseling communities in this country.

Mr. WILLIAMS. You are ready to put the vehicle on the road, but you want some loan guarantees?

Mr. PIERCE. Some recall provisions.

Mr. Casserly. I think in general the Great City Schools thinks this is an adequate vehicle for markup. As I indicated in our testimony, the choice for us in terms of markup vehicles is whether this is a better vehicle than the old piece of legislation which had substantially more guarantees in it for the disadvantaged and other special populations, and to the degree to which there is some proposals anyway of modifying this bill, to meet those guarantees, we think this is an adequate vehicle.

Mr. Williams. At the risk of holding you all into your lunch hour, let me have one more go-around.

While not being held to this, but to give the committee a sense of what this panel would like to do with the bill, if you had a major change you could make to this legislation, what would it be?

Ms. Tarr-Whelan. If there was one major change, I would suggest that we control the amount of administrative costs and have 95 percent go to the local level with a formula which drives the funds down to the local level, and in that, just to sneak in (a)(1)(B) sort of, I think it is important that the authorizing levels be clarified in the bill as I talked about in the testimony.

Mr. Williams. Which two major changes would you make?

Mr. Pierce. I think, Mr. Chairman, we would like to see, as we have suggested in our testimony, some further simplification of the administrative procedures, some combining of State plan provisions and administrative provisions; and I think we would like to see the level of appropriations increased beyond what it is at this point.

Mr. Hale. I think the first major change would be evaluation. I think that a change in the evaluation design would have the biggest impact in the actual operation of the program. I feel that it would drastically improve vocational programs if they were evaluated on program design content and some of the other areas that are totally being ignored, with job placement being a sole criteria.

We think that would make the biggest change in service delivery and improvement of the overall program.

The second change would be the clarification of the appropriation and moving to a single formula.

Mr. Staiger. My recommendation would be that the teachers in vocational schools and the children, the students in those schools, be given some help with their reading. They need it. I believe that this can be done very easily. We have six specific recommendations for that.

Mr. Burtnett. I think under section 102, authorization of appropriations, we would want to support either a specific set-aside for vocational guidance programs or insure that if set-asides are not a part of an approach of this legislation, that we ask Congress to reserve adequate funds for vocational guidance and counseling as part of the basic grant part (a) appropriation.

Mr. Casserly. This recommendation should come as no surprise. For us, our two-part recommendation is that the authorization section be made unified authorization with specific percentage allocations, each part under title II, and that the formula under part (e) of title II would be specifically targeted on high need populations.

Mr. Williams. We thank this panel and the other people who testified here today. This hearing of the Subcommittee on Elementary, Secondary, and Vocational Education is adjourned. We will resume at 9:30 tomorrow morning with our second day of hearings.

[Whereupon, at 12 noon, the subcommittee recessed, to reconvene at 9:30 a.m., Wednesday, November 2, 1983.]

VOCATIONAL-TECHNICAL EDUCATION ACT OF 1983

WEDNESDAY, NOVEMBER 2, 1983

House of Representatives,
Subcommittee on Elementary, Secondary,
and Vocational Education
of the Committee on Education and Labor,
Washington, D.C.

The subcommittee met, pursuant to call, at 9:50 a.m., in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the subcommittee) presiding.

Members present: Representatives Perkins, Miller, Kildee, Williams, Biaggi, Ackerman, Packard, Gunderson, Bartlett, Chandler, and Nielson.

Staff present: John F. Jennings, counsel; Nancy L. Kober, legislative specialist; and Richard D. DiEugenio, Republican senior legislative associate.

Chairman **Perkins**. The subcommittee will come to order.

The Subcommittee on Elementary, Secondary, and Vocational Education is continuing hearings today on H.R. 4164, the Vocational-Technical Education Act of 1983.

We introduced this bill last week along with Congressman Goodling and and 21 other cosponsors. This bill is the product of extensive work of the American Vocational Association, the American Association of Community & Junior Colleges, and the National Association of State Directors of Vocational Education.

I commend these outstanding organizations for their work in drafting a bill and consulting with many other individuals and groups. We are hopeful that the introduction of this bill in these hearings will help sharpen the issues in vocational education reauthorization and enable this committee to fashion the best possible legislation.

We have here this morning Congressman John Conyers of the First District of Michigan and Congressman Won Pat, Delegate from Guam to the U.S. House of Representatives. We will hear from you first, Mr. Conyers.

STATEMENT OF HON. JOHN CONYERS, JR., A REPRESENTATIVE IN CONGRESS FROM THE STATE OF MICHIGAN

Mr. **Conyers**. Thank you, Mr. Chairman.

Good morning, members of the committee. I am very pleased to sit here for just a few minutes and bring to you one item about the reauthorization of vocational education funds that would furnish the inmate population in the country with the education and training that is so desperately needed for them to lead productive lives.

Sitting next to me is the executive director of the Correctional Education Association, Dr. Osa Coffey, who has stimulated the idea that we bring to you and as have about 50 Members of Congress along with us, including a number of our colleagues in the Senate, Senator Pell and others. My colleague from Michigan, Dale Kildee, is cosponsoring this very modest suggestion of a new way to get educational training and vocational training into the prisons for the inmates, some 600,000—more than half a million—many of whom tragically are destined to come back to those places of incarceration.

What we are trying to do is break that cycle. One way is to try to deal with the stark fact that most of them have very little education. Some are learning disabled; 63 percent of the people in prisons have never finished high school; 47 percent, unfortunately, are black; they are poor, they are under educated, and they lack substantial job skills or experience.

So, as the chairman of the Criminal Justice Subcommittee of Judiciary, Mr. Chairman, this notion has great merit to us: How do we break the cycle of recidivism? What we found is that if you don't have any positive skills, if you don't have any marketable talents, the ultimate tragedy is that many of those people are going to return to a life of crime after they are released.

As much as we blink at the fact, most of the people in prisons are ultimately going to come out. So we propose to set aside $25 million in each of 3 years—I think it is $75 million total—in which we send this money to the Secretary of Education, not to the criminal justice system, who then distributes it to the State education systems earmarked for uses in the prisons and jails of those particular States.

We think that this is a very modest effort but it would support the few States that are working seriously in the area of getting to inmates high school level education, reading skills, vocational training. We have about five States that would get passing grades on this score. The rest of them, as we all know, are strapped for funds.

I would like to ask, with your permission, for Dr. Coffey to just say a word on this subject.

[The prepared statement of Hon. John Conyers follows:]

PREPARED STATEMENT OF HON. JOHN CONYERS, JR., A REPRESENTATIVE IN CONGRESS FROM THE STATE OF MICHIGAN

Mr. Chairman and Members of the Subcommittee, I am honored to appear before you today, along with the Executive Director of the Correctional Education Association, Dr. Osa Coffey, a leading authority in the field.

I appear before you as the sponsor of the Federal Correctional Education Assistance Act (H.R. 3684), which would provide inmates with the training and education necessary for them to lead productive lives in society. The Vocational Education Act, that you will be reauthorizing, provides authority for inmate education. Unfortunately, that has never been implemented at the State and local level.

All of us are brought together out of a deep concern for a sorely neglected group of Americans—the more than 600,000 inmates of Federal, State, and local correctional institutions and the even larger group, estimated at 2.2 million individuals, who are at any given time under some form of correctional supervision.

The Subcommittees on Crime and Criminal Justice that I have chaired held a number of hearings over the past several years on the relationship between crime and unemployment. The record of these hearings has forcefully demonstrated the recurring link between unemployment, the lack of job experience and the absence of employable skills, on the one hand, and the persistence and increase of criminal behavior, on the other. The failure, by and large, of Federal, State, and local governments and of correctional institutions to make available to inmates adequate correctional education figures prominently in this equation.

The nation has a great stake in the future of its inmate population since 95 percent of all inmates return to society after serving an average sentence of 2 to 3 years. Yet, tragically, some 60 percent of released offenders wind up back in the jails and prisons.

I am here to suggest that a relatively modest commitment of additional resources to train and educate inmates so that they would be employment ready upon release would go a long way toward their rehabilitation. In particular, the mandating of vocational education funds for inmates, as part of the reauthorization of the Vocational Education Act, also would reduce the tremendous fiscal and social costs that accompany incarceration and recidivism. These costs not only include the billions of dollars spent to maintain and expand correctional facilities, but also the costs of public assistance to inmate families and the costs to society of the social disorder that criminal behavior generates.

At the present time, the correctional system, that embraces 561 State prisons, 49 Federal facilities, 3,500 local jails and 2,600 juvenile retention centers, is costing in excess of $8 billion annually. The rate of growth in the inmate population and in correctional expenditures is truly astounding. Yet what are we getting for this spending?

Prison overcrowding is getting worse. Violence in our correctional institutions, including an upsurge in rioting, is on the rise. This past year alone 110 homicides and 138 suicides have occurred in the prisons. The overcrowding, combined with the inactivity and boredom prevailing in most facilities, constitutes an explosive condition.

The great majority of inmates are male, poor, undereducated, and lacking in any substantial job skills or work experience. Forty-seven percent are black. Sixty-three percent never finished high school. Nearly half were unemployed at the time of their arrest. A majority are learning disabled.

For the most part, correctional institutions offer few opportunities for education, job training, or building marketable skills. Very few institutions offer transitional services that prepare inmates to re-enter society. On the average, the States spend less than 5 percent of their correctional budgets on inmate education. As a result, less than one-third of the inmate population is engaged in educational programs—most of which are meager at best—and only 12.5 percent are involved in vocational programs.

As long as society refuses to define the goals of incarceration in terms of rehabilitation, the existing conditions can only get worse. It is commonly acknowledged by correctional officials that prisons today serve as little more than open classrooms for the propagation of criminal learning. What The Education Commission of the States reported in 1976 holds true today: "It is obvious that to the extent that offenders cannot use knowledge and skill obtained from the normal society, they will use knowledge and skill obtained from deviant cultures to cope in whatever way they can."

The glaring gap between inmate needs and resources has not gone unnoticed by the highest ranking law enforcement officials in the nation. Chief Justice Warren Burger has long championed correctional education as "a common sense application of the concept of society's collective self-interest." Two years ago, in response to the findings of the National Advisory Council on Vocational Education, Justice Burger warned: "Without any positive change, including learning marketable job skills, a depressing number (of inmates) . . . will return to a life of crime after their release. One small but practical positive step . . . is the introduction of mandatory educational and vocational programs for all inmates."

Numerous studies have demonstrated that correctional education, especially vocationally-oriented, leads to tangible, positive results. A study of inmate education in Texas, for example, found that the recidivism rate among offenders enrolled in an educational program was half the rate among those who did not participate. A study of Virginia's Correctional Center for Women found that the recidivism rate diminished in relation to the extent of training and education that inmates received. Whereas the general inmate population in that institution had a repeater rate of 34 percent, the inmates who had completed a business education program had a rate of only 4 percent. An Ohio study indicated that the longer an inmate is involved in education and training, the less likely he or she will become a repeater. These studies emphasize the importance of the quality and content of correctional education. Programs that offer inmates practical, marketable skills have proved to be the most successful. The National Center for Research in Vocational Education has identified the Somers Correctional Institution in Connecticut as having one of the most successful vocational education programs. Upon release 75 percent of its inmate participants found employment. During their enrollment, motivation and achievement dramatically improved.

The Federal Bureau of Prisons has developed a well-organized correctional education program that has shown high enrollment, positive inmate evaluation, and successful outcomes. Unfortunately, few States have had either the disposition or the resources to develop programs on their own. A letter I recently received from Benjamin Groomes, education director of the State of Florida's Corrections Department, cogently summarizes the problem in correctional education that has been cited in numerous other communications from state correctional officials. Groomes writes in an October 5th letter: "Florida Correctional System is presently the third largest in the country. Approximately 68 percent of those incarcerated do not possess a high school diploma with more than 60 percent not having a marketable skill. While there have been strong efforts by the Department to provide educational services, we have been unable to acquire the level of resources appropriate to the need."

The most effective correctional education system appears to exist in only eight States that have created correctional school districts and that are able directly to utilize federal education assistance in their institutions. Even in these States, however, correctional facilities are forced to compete with the schools for scarce resources.

Outside of these States, the only substantial federal assistance derives from Chapter 1 of the Education Consolidation and Improvement Act of 1981 and the Education for Handicapped Children Act of 1977. The former only provides supplement education funds for inmates under the age of 21. The latter basically provides only diagnostic services for juvenile offenders.

In general, there are numerous obstacles in the way of adequate inmate educational assistance. The Vocational Education Act authorizes, but does not mandate, inmate education. There is no uniform definition or set of standing governing inmate education. As a result, the National Advisory Council on Vocational Education found that only 5 States provides comprehensive and thorough vocational programs for inmates. The widespread lack of cooperation between State education agencies and correctional facilities hampers positive action. Correctional officials also have difficulty dealing with the maze of rules and regulations in federal assistance programs.

The few Federal programs that deal specifically with State and local correctional facilities are badly understaffed. The National Institute of Corrections (NIC) has recently undertaken a joint demonstration program with the Department of Education, but has assigned only a single staff aide to correctional education. NIC focuses its assistance on prison maintenance rather than inmate education.

In 1979 the Comptroller General reported to Congress that "most States could use Federal assistance programs to help improve curriculum materials and implementation of the education and training programs in their correctional institutions." GAO recommended the targeting of Vocational Education Act assistance for the development of screening and evaluation of inmates' educational needs, and the prioritizing of uniform curricula in correctional education, and the prioritizing of vocational and on-the-job training.

In its March, 1981 report, "Vocational Education is Correctional Institutions," The Natioanl Advisory Council on Vocational Education recommended that Congress (a) "included in the VEA reauthorization language and policy assuring correctional programs access to funding and services under all provisions of the Act," (b) that "Federal funds, either through the VEA or additional legislation, should be made available to upgrade and expand existing facilities and equipment used in correctional vocational education," (c) that "(such) funds be administered by the state education agency rather than sent directly to correctional agencies," and (d) that "the U.S. Department of Education should establish an Office of Correctional Education."

The Federal Correctional Education Assistance Act would accomplish these purposes. It authorizes $25 million annually for a three-year period for the implementation of a number of correctional education programs, with an emphasis on vocational education and training. It also would include basic education, transitional services such as counseling and job placement, and cooperative programs with private industry for on-the-job training. The program would be administered by the Secretary of Education and funds would be distributed to State education agencies in all States on the basis of their inmate populations. The bill would mandate that the funds be spent solely on inmate education and this mandate would be closely supervised by the Secretary. I am pleased to report that in the relatively brief time since the bill's introduction, 34 Members of the House are sponsors, including the two chairmen of the Subcommittees under whose jurisdiction the legislation falls.

While I am confident that support for this legislation will continue to grow, it is essential now to take steps to reverse the current situation in our jails and prisons and begin to commit solid resources to State and local correctional institutions for the training and education of inmates. Enough models and tested programs now exist to guide the implementation of this federal program.

I urge the Subcommittee to consider setting aside certain funds for the sole purpose of correctional education, as it undertakes reauthorization of the Vocational Education Act.

It is time now to acknowledge that the goal of merely segregating offenders from society and ignoring their future needs upon release is neither viable nor desirable. It is time for Congress to make a solid commitment to inmate rehabilitation with the expectation that upon release the great majority of inmates will have acquired the skills, training and knowledge that will permit them to be gainfully employed and to lead productive lives in society.

Chairman Perkins. Go ahead, Doctor.

STATEMENT OF OSA COFFEY, EXECUTIVE DIRECTOR, CORRECTIONAL EDUCATION

Ms. Coffey. Mr. Chairman, it is really an honor to be here today and I appreciate having this impromptu opportunity to say a few words.

I do speak on behalf of some 20,000 teachers who are trying to administer the program to some 600,000 inmates with very little moneys.

We have found in the past that hardly any Federal legislation designates moneys for correction education. The result is that the moneys are tight, the public usually prefers to, as they say, give the money to good kids rather than to bad coins.

The result we all pay for, because the people who come out of the prisons, untrained, uneducated, are going to go back again. You and I, and the taxpayers out there, pay the price.

So, we do hope that we will have an opportunity to get some moneys that are earmarked for a job that definitely needs doing, really under a situation where the prisons are crowded, violence is on the increase. We have a very explosive situation on our hands.

I do want to stress that I think that we are not asking for any special benefits or frills for inmates. We are simply asking for some support to do the job, to give them opportunities to choose a better way of life that will benefit all of us.

We are here, very much hoping that you will support the bill that Congressman Conyers has graciously put before the House and for which he has already gained so much support.

Thank you very much.

Chairman Perkins. Thank you very much.

Congressman Conyers, as I understand it, your bill has been jointly referred to both Education and Labor and Judiciary.

Mr. Conyers. That is right.

Chairman Perkins. Do you plan on reporting that bill from the Judiciary Committee?

Mr. Conyers. I have not brought this matter before Chairman Rodino because up until yesterday afternoon I was responsible to get the reform measures on the insanity defense, which has occupied us for about 2 years after the Hinckley tragedy.

I am quite sure, though, that Chairman Rodino, who both of us know as a supporter of reform measures in the prisons, certainly to eliminate recidivism, will very promptly schedule hearings. But I will report back to you before the end of the day on a specific time and date of the hearing.

Chairman **Perkins**. We thank you for your appearance here this morning. I think you have been very constructive in your suggestions.

Do you have any questions, Mr. Packard, or you, Mr. Chandler?

Mr. **Packard**. Thank you, Mr. Chairman. I have no questions. The concept, I think, is very intriguing and without detailed research of the proposal, generally I think it has merit, and I appreciate the presentation.

Chairman **Perkins**. Mr. Chandler, any questions?

Mr. **Chandler**. No questions, Mr. Chairman.

Chairman **Perkins**. Mr. Kildee.

Mr. **Kildee**. I want to thank Congressman Conyers and Dr. Coffey for their testimony. I happen to concur with it. When I served in the Michigan State Legislature, I used to visit our State prison regularly and I was always appalled by the lack of foresight in preparing the inmates to return to society. That is one of the reasons that recidivism is so high. Released inmates without job skills, often use the only skill they have had the opportunity to learn and wind up back in prison.

I would support that and I am happy to be cosponsor of the bill.

Chairman **Perkins**. Mr. Ackerman.

Mr. **Ackerman**. Yes, thank you very much, Mr. Chairman.

One question. How would you react to a proposal by several States independently to set up a separate board of education independent and autonomous of the regular boards of education, basically just for the penal institutions in their States?

Mr. **Conyers**. This would be an in-State board that would operate for the correctional systems at the State level.

Mr. **Ackerman**. That is correct—separately and independently funded, meeting the special needs of the prison population.

Mr. **Conyers**. Would it be official or ad hoc?

Mr. **Ackerman**. It would be official.

Mr. **Conyers**. My initial reaction is that I would support it because it would bring a lot more attention, Mr. Ackerman, on this subject.

I think one of the problems we have with recognizing how poorly educated people in prison—the prison population is generally—is that nobody pays any attention to it. So, I would see that as a constructive remedy.

I wonder if Dr. Coffey has a view.

Ms. **Coffey**. As a matter of fact, at the moment eight States do have what I call correctional school districts, which technically function as a local education agency. Research has shown that these eight States have done much better in getting Federal funding filtered through the State department to corrections because they have the legitimacy of being an LEA when the regulation or the legislation designates moneys for that. But that is 8 States out of the total of 50. But it was a trend a few years ago and that is when most of these school districts were formed. Recently, it seems to come to a standstill again.

Mr. ACKERMAN. Is there any data on the rate of recidivism in those eight States?

Ms. COFFEY. I don't know if anyone has related recidivism to school districting. I can check on that and I would be happy to pass on information to you if I can find such.

Mr. ACKERMAN. Thank you very much. Congressman, I look forward to exploring the possibilities with you.

Mr. CONYERS. Thank you.

Chairman PERKINS. Any other questions? Mr. Bartlett.

Mr. BARTLETT. No questions.

Chairman PERKINS. Let me thank you very much, Mr. Conyers, for your appearance here today. We appreciate your coming.

Mr. CONYERS. Thank you. As you know, I am going to the White House for the signing of the King bill that I authored about 15 years ago. I wanted to thank all of the members.

Chairman PERKINS. We have always supported that.

Mr. CONYERS. I see a great number of them on your committee.

Chairman PERKINS. Thank you very much, Mr. Conyers.

Mr. Won Pat, go ahead. For those of you who don't know him, he is the Delegate from Guam.

STATEMENT OF HON. ANTONIO BORJA WON PAT, DELEGATE IN CONGRESS FROM THE TERRITORY OF GUAM

Mr. WON PAT. Good morning, Mr. Chairman, and members of this committee.

I am Antonio B. Won Pat, Delegate from the Territory of Guam, and presently I am chairman of the Subcommittee on Insular Affairs of the Interior and Insular Affairs full committee.

I want to thank you, Mr. Chairman, and members of this committee, for allowing me to appear before you this morning to support the bill, H.R. 4164, particularly with that provision that entails the territories.

Mr. Chairman, my summary will be very brief and I expect, of course, to be able to respond to any questions that you may propound.

Early this year, I submitted written testimony along with supplemental materials to this subcommittee when you held hearings on May 18 on the reauthorization of the Vocational Education Act.

I would like to reiterate two important points made in my earlier testimony. First is the vital importance of extending authorization of the Vocational Education Act to keep the currently funded activities in existence.

Second is the need to raise the funding cap so that the successful existing programs can be expanded and new innovative programs can be implemented. Presently, Federal funds support the activities of the Guam Advisory Council on Vocational Education, which body coordinates, with other bodies, in drawing up a descriptive analysis of manpower and other labor needs on Guam, develops a 5-year plan to meet these needs, and evaluate the vocational education programs to determine their impact on filling the needs identified.

The Vocational Education Act grants also support important instructional programs and projects of the Guam Community College, which grants high school diplomas, associate of arts degrees, certificates of training, and journeyman certificates.

There are other educational plans and objectives that the Guam Community College hopes to implement and achieve such as training local laborers to replace alien labor in various industries. Therefore, continued funding is vital for future programs.

In this bill, H.R. 4164, it appears that the cap imposed by the Omnibus Budget Reconciliation Act of 1981 has been raised, and it appears that the territories have been treated equally with the States.

If there is one change I could suggest, it is that Puerto Rico be removed from consideration with the other territories in sharing the allotment ratio of 0.60. I am sure that Congressman Corrada can suggest another method for determining Puerto Rico's allotment ratio. I am sure that Puerto Rico will have a number of educational needs. However, because of its large population, I feel that 0.60 can barely cover expenses for new and continuing vocational education programs.

That concludes my statement, Mr. Chairman. I will be happy to respond to any questions.

Mr. KILDEE [presiding]. Thank you, Congressman, for your testimony. We are always glad to be enlightened by you, as chairman of the Interior Subcommittee on Insular Affairs, on the needs of all our territories.

Although you do not, as the Representative of Guam, represent the Northern Marianas, in your capacity as chairman of the subcommittee, do you think that the needs of the Northern Mariana Islands will be adequately addressed in this bill if we would make the change which you suggested for Puerto Rico?

Mr. WON PAT. The Northern Marianas is considered in this bill.

Mr. KILDEE. I ask that because in the past, very often the committee has added a consideration of the Northern Marianas toward the end of its deliberations on this bill. But do you think that this has been addressed adequately from the beginning of the drafting of this bill?

Mr. WON PAT. Correct. You are right. You see, the only reason I made comment with regard to Puerto Rico is because of the fact that Puerto Rico has so large a population. I look at the amount there and the percentage of 0.60 for Puerto Rico and all the territories—that means, of course, Guam, American Samoa, the Virgin Islands, the Northern Marianas, and the Trust Territory of the Pacific Islands will have much less available to them.

Mr. KILDEE. Have you discussed this possibility with Congressman Corrada?

Mr. WON PAT. No; I didn't discuss that possibility.

Mr. KILDEE. Thank you.

Mr. Ackerman, any questions?

Mr. ACKERMAN. No, Mr. Chairman.

Chairman PERKINS [presiding]. Mr. Chandler.

Mr. CHANDLER. No questions.

Chairman PERKINS. Thank you very much. We are glad to have you here this morning.

Mr. Won Pat. Thank you, Mr. Chairman.

Chairman Perkins. Now we have a whole panel but I think we had better go over and vote, I presume, on the approval of the Journal. And we will get back with you, Mr. Schubert, president of the American Red Cross; Nat Semple, Committee for Economic Development; and Harry Pryde, National Association of Home Builders. Three of you are on this panel. You can take your seats and we will hear you next.

We are going to vote and will be right back.

[Recess.]

Chairman Perkins. We welcome you gentlemen here this morning. Mr. Schubert, identify yourself for the record, and proceed.

Mr. Schubert. Mr. Chairman, I believe that one of my associates on the panel has a problem and I would defer to him.

Chairman Perkins. All right, go ahead.

STATEMENT OF HARRY PRYDE, PRESIDENT, NATIONAL ASSOCIATION OF HOME BUILDERS, ACCOMPANIED BY LaVERA LEONARD, NATIONAL COORDINATOR FOR PUBLIC AFFAIRS, HOME BUILDERS INSTITUTE

Mr. Pryde. Mr. Chairman, if I could, I would like to go first. We have a press conference at 11 o'clock on the deficit effort, and that is one of our major programs right now.

Chairman Perkins. Identify yourself for the record.

Mr. Pryde. I am Harry Pryde, president of the National Association of Home Builders. I am also a builder-developer from Seattle, Wash. With me today is Dr. LaVera Leonard, our national coordinator for public affairs of the Home Builders Institute, which is the educational arm of NAHB.

On behalf of the 115,000 members of our association, I am pleased to present our views and express support for the recently introduced Vocational-Technical Education Act of 1983.

NAHB is the largest association of employers in residential construction. Among the ranks of our members are large and small residential and light commercial builders, subcontractors, remodelers, apartment managers, and a broad spectrum of related professionals, including bankers, developers, architects, and realtors in all 50 States and territories.

As a builder myself, I know firsthand that it is no small task to find qualified workers and management personnel to fill our industry's employment needs.

It is a continuing challenge and we are pleased that virtually all vocational education construction programs are geared to homebuilding and light commercial work.

Almost a year ago, our 2,000-member board unanimously adopted a policy resolution to urge Congress to enact authorizing vocational education legislation that will expand relevant training and retraining programs that serve the Nation's youth, displaced workers, and the homebuilding industry.

The board's resolution was an acknowledgement that vocational education programs are critical to supplying our industry with skilled workers and supervisory personnel.

Our industry, a dynamic and growing segment of the private sector, is particularly interested in the provisions of H.R. 4164 that will enhance the placement of vocational education graduates into unsubsidized employment and which will establish clear-cut guidelines for involving the private sector in vocational education.

Given this preeminent interest, I would like to offer four NAHB's comments about the Vocational-Technical Education Act of 1983.

First, concerning employer-education demonstration programs: Vocational educators are justifiably proud of their history of involvement with employers through local and State advisory councils. Employers, on the other hand, complain that their advice goes unheeded.

NAHB believes that section 306 is an important and pragmatic way to harness the creative energies of the private sector and to hold the private sector accountable for industrywide training activities done in cooperation with vocational educators.

NAHB believes that these programs could become the standard bearers for excellence in industry-education cooperation and, through the leadership of the Office of Vocational and Adult Education, become the basis for change in instructional programs throughout the system.

We recommend that language be added to cooperative employer-education demonstration programs in section 306 to clarify the intent of Congress that this component should be funded.

Second, relative to program evaluation: This section provides for periodic reviews of vocational education programs. NAHB believes employers are in an excellent position to serve vocational educators in an evaluation capacity. Many have already established their interest in vocational education programs by their contributions to advisory councils. Thus, these employers should be invited to participate in the logical conclusion of that input, such as evaluation.

Evaluation teams that include individuals engaged in the type of work for which students are being prepared are an effective way to make certain that employers' recommendations are used for the improvement of curriculum, equipment, and programs.

Third, relative to technical updating and upgrading of teachers: The bill as currently drafted does not provide fully for the technical updating and upgrading of teachers.

NAHB believes that keeping teachers current in technological changes in materials, equipment, and skills is essential. Only then will students acquire the latest state-of-the-art skills necessary to be employed by private sector employers.

To accomplish this, we think the bill should allow States to provide for the technical updating and upgrading of teachers that is done in collaboration with a consortium of private sector employers, unions, and/or trade associations with expertise in the occupation.

This activity could be accomplished if it were identified as a use of funds under title II, State programs, part A, basic State grants, section 202.

This would not detract from other appropriate activities named under the basic State grants, but would highlight the importance of keeping teachers updated in materials, equipment, and skills associated with their vocational programs.

Fourth, relative to the advisory committee on research and program improvement: The advisory committee on research and program improvement is currently structured to have a heavy emphasis from the education community and to a limited degree, the private sector membership whose emphasis is on high technology.

NAHB believes that this membership mix narrowly limits the focus of research and program improvement. Therefore, we recommend that one member be added to the advisory committee on research and program improvement who is an individual with major managerial or training responsibilities in an industry with critical skill shortages, such as homebuilding.

This will help guide the national program improvement efforts in areas that are vital to the Nation's economy.

At this important juncture in the evolution of the Nation's oldest education statute, NAHB is pleased and considers it a privilege to present our association's views on the Vocational-Technical Education Act of 1983.

We believe that the overall objectives of H.R. 4164 are sound and will provide an ongoing basis for support for vocational education that is so important in this country.

Thank you, Mr. Chairman.

Chairman Perkins. Thank you very much.

[The prepared statement of Harry Pryde follows:]

Prepared Statement of Harry Pryde, President, National Association of Home Builders, National Housing Center, Washington, D.C.

Mr. Chairman and members of the subcommittee, my name is Harry Pryde. I am the President of the National Association of Home Builders and a home builder from Seattle, Washington. With me today is Dr. LaVera Leonard, the National Coordinator for Public Affairs of the Home Builders Institute, the educational arm of NAHB. On behalf of the 115,000 members of our association, I am pleased to present our views and express support for the recently introduced "Vocational Technical Education Act of 1983."

NAHB is the largest association of employers in residential construction. Among the ranks of our members are large and small residential and light commercial builders, subcontractors, remodelers, apartment managers, and a broad spectrum of related professionals, including bankers, developers, architects and realtors in all 50 states and territories. As a builder myself, I know first-hand that it is no small task to find qualified workers and management personnel to fill our industry's employment needs. It is a continuing challenge and we are pleased that virtually all vocational education construction programs are geared to home building and light commercial work.

Almost a year ago, our 2000 member Board of Directors unanimously adopted a policy resolution to "urge Congress to enact authorizing vocational education legislation that will expand relevant training and retraining programs that serve the nation's youth, displaced workers, and the home building industry." the Board's resolution was an acknowledgment that vocational education programs are critical to supplying our industry with skilled workers and supervisory personnel.

The home building industry is vital to the national economy. Our industry provides shelter for the American people and millions of jobs for the economy. Home building is a labor intensive industry that relies upon qualified workers—even as new advances in construction techniques and materials are developed every day.

Most NAHB members are small builders. The average builder constructs 10 homes a year and must have skilled employees to stay in business. Most do not have the resources to invest in their own training programs. They turn to vocational education programs or to their own trade association to meet the employment needs of their companies. While our industry's concerns about high interest rates are very evident, somewhat camouflaged is the undeniable fact that we are facing a serious shortage of skilled labor. The U.S. Department of Labor predicts that 2.5 million new construction mechanics are needed within the next eight years.

I want to mention the Home Builders Institute, the educational arm of NAHB. This is the central repository of all education and training programs conducted by our association. These programs include pre-apprenticeship, apprenticeship and job placement for people who want to enter our industry, as well as educational and professional development programs for NAHB members. The Home Builders Institute consolidates our industry's best instructional personnel, curriculum resources, audio visual materials, professional development seminars and job placement networks under one umbrella and one management team. And it is accountable to the NAHB membership for the delivery of quality educational products and services.

Our industry, a dynamic and growing segment of the private sector, is particularly interested in the provisions of H.R. 4164 that will enhance the placement of vocational education graduates into unsubsidized employment and which will establish clear cut guidelines for involving the private sector in vocational education.

Given this pre-eminent interest, I would like to offer NAHB's comments about the "Vocational Technical Education Act of 1983."

1. "Cooperative Employer-Education Demonstration Programs," of Title III, National Programs, Section 306: Vocational educators are justifiably proud of their history of involvement with employers through local and state advisory councils. Employers, on the other hand, sometimes complain that their advice goes unheeded. NAHB believes that Section 306 is an important and pragmatic way to harness the creative energies of the private sector and to hold the private sector accountable for industry-wide training and placement activities done in cooperation with vocational educators.

NAHB believes that these programs could become the standard bearers for excellence in industry-education cooperation and, through the leadership of the Office of Vocational and Adult Education, become the basis for changes in instructional programs throughout the system.

I cannot stress enough the importance of "Cooperative Employer-Education Demonstration Programs." Up until the introduction of H.R. 4164, the private sector's historic role in vocational education has largely been a voluntary/advisory one. Section 306 of the legislation gives the private sector a new avenue to domonstrate the "best" it can offer in training and placement activities for replication and expansion throughout the vocational education enterprise. NAHB encourages the subcommittee members to view this section as a critical part of the vocational education legislation that is reported out of this subcommittee. NAHB recommends that language be added to "Cooperative Employer-Education Demonstration Programs (Section 306) to clarify the intent of Congress that this component should be funded.

2. "Program Evaluation" of Title IV, General Provisions, Part C. Section 422: This section provides for periodic reviews of vocational education programs. NAHB believes employers are in an excellent position to serve vocational educators in an evaluation capacity. Many have already established their interest in vocational education programs by their contributions to advisory councils. Thus, these employers should be invited to participate in the logical conclusion of that input; i.e. evaluation. Evaluation teams that "include individuals engaged in the type of work for which students are being prepared" are an effective way to make certain that employers' recommendations are used for the improvement of curricula, equipment, and programs. Optimally, these evaluations could become the basis for locally derived performance standards in each occupational area.

3. Technical Updating and Upgrading of teachers: The bill, as currently drafted, does not provide fully for the technical updating and upgrading of teachers. NAHB believes that keeping teachers current in technological changes in materials, equipment, and skills is essential. Only then will students acquire the latest state of the art skills necessary to be employed by private sector employers. To accomplish this, the bill should allow states to provide for the technical updating and upgrading of teachers that is done in collaboration with the consortium of private sector employers, unions and/or trade associations with expertise in the occupation. This activity could be accomplished if it were identified as a use of funds under Title II, State Programs, Part A, Basic State Grants, Section 202. This would not detract from other appropriate activities named under the Basic State Grants, but would highlight the importance of keeping teachers updated in materials, equipment and skills associated with their vocational programs. If technical updating were provided for vocational teachers in a State, the private sector could make a substantial contribution to this effort. In most states there are trade, professional and labor organizations that would be willing and capable of providing this assistance.

4. The Advisory Committee on Research and Program Improvement (Section 307): The Advisory Committee on Research and Program Improvement is currently structured to have a heavy emphasis from the education community and to a limited degree . . . private sector membership whose emphasis is on high technology. NAHB believes this membership mix narrowly limits the focus of research and program improvement. Therefore, we recommend that one member be added to the Advisory Committee on Research and Program Improvement who is an individual with major managerial or training responsibilities in an industry with critical skill shortages, such as home building. This will help guide the National Program Improvement efforts in areas that are vital to the nation's economy.

At this important juncture in the evolution of the nation's oldest education statute, NAHB is pleased and considers it a privilege to present our association's views on the "Vocational Technical Education Act of 1983." We believe the overall objective of H.R. 4164 is sound and will provide an ongoing basis of support for vocational education in this country. NAHB has recommended some changes to the legislation that we believe will foster and promote private sector involvement along with its technical expertise into the vocational education system. We urge you to seriously consider these recommendations during your deliberations on the bill and to report out a finalized bill as soon as possible. This hearing today is clear evidence that the Committee members recognize the vital contributions of the private sector and that they are listening to small business.

National Association of Home Builders,
Washington, D.C., January 21, 1983.

Subject: NAHB Resolution.
Title: Vocational Education Reauthorization.
Original Sponsor: Special Committee on Manpower Training.

Whereas, the U.S. Department of Labor estimates that during the decade of the 1980's almost a million new jobs will be created in the homebuilding industry; and

Whereas, the majority of public school secondary and postsecondary building trades programs offer training related to the homebuiding industry; and

Whereas, public school vocational education programs prepare youth for jobs in the homebuilding industry; and

Whereas, the "Vocational Education Act of 1963"—the federal law which supports and directs public school vocational education programs—will be reauthorized by the 98th Congress,

Now, therefore, be it resolved, that the National Association of Home Builders urges Congress to enact authorizing vocational education legislation that will expand relevant training and retraining programs serving the nation's youth, displaced workers, and the homebuilding industry.

Chairman Perkins. You identify yourself and go ahead.

STATEMENT OF NATHANIEL M. SEMPLE, VICE PRESIDENT, COMMITTEE FOR ECONOMIC DEVELOPMENT

Mr. Semple. Thank you very much, Mr. Chairman.

My name is Nat Semple and I certainly welcome the opportunity to return to these hallowed halls where I spent so much of my working career. I come wearing a different hat but I certainly remember how great an experience it was to work on this committee as a staff member, and to work with you, Mr. Chairman.

I apologize for not getting to you the requisite advance copies but the Xerox machine, my secretary, and I have all caught some form of bug and only the Xerox machine appears to have recovered. I also apologize for several typographical mistakes but as it turned out, as a result of all of the above, I typed this myself and it only indicates how much vocational retraining I need myself, particularly in the application of the keyboard.

Chairman Perkins. I just want to say, Mr. Semple, that we are glad to welcome you back today. I recognized you a while ago. Go ahead.

Mr. **Semple**. I just want to say that the trustees of the CED, the committee for economic development, who, as you may know, consist of 200 of the Nation's leaders in business and education, have not developed a formal policy position on this bill, or, indeed, on vocational education.

However, we are in the midst of a process under the leadership of Owen Butler, the chairman of the Procter & Gamble Co., to look at the broad spectrum of precollegiate education and will be devoting considerable attention to the skills students will need to obtain long-term productive employment. We are going to particularly focus on those who do not intend to go on to college.

Therefore, outside of some broad policy areas, these thoughts are my own. But they draw on my experience from the business community and particularly from the discussions we have held in the business working group for human resources.

In general, I believe H.R. 4164 is a laudable effort to lay out a new direction for vocational education. The authors clearly recognize that vocational education needs to be able to adjust more quickly to an increasingly changing labor market. They have made some effort to improve the lines of communication with the employer community, which I believe is critical if vocational education will be able to adjust quickly enough.

I would like to commend in particular Dr. Gene Bottoms of the American Vocational Association for his considerable effort to move the bill in this new direction.

I am, however, concerned that in practice the bill will not accomplish its stated goals.

First, I am very concerned about the number of allowable activities. I have listed some of these in my testimony but they seem to cover most everything under the Sun. And using a bit of my leftover high school mathematics, I ran a few permutations and estimated the bill offers roughly a half million possible ways in which the funds can be spent.

Now, I don't think this is necessarily bad. But I am left wondering why we are doing this.

I do not believe that if this is allowed to remain, and the bill's purpose is not more clearly spelled out, that not much change will occur in the vocational education establishment.

I do not necessarily believe that change for change sake is a good thing. But I do believe like many institutions in society, and I must admit, many businesses who I communicate with on a daily basis, that they need to really undergo some fundamental reevaluation if they are going to become a significant resource for preparing individuals for the world of work.

Perhaps this is hearsay.

Chairman **Perkins**. Let me ask at this point: If we are not involving the business community adequately, what would you suggest, one, two, three?

Mr. **Semple**. Mr. Chairman, first, I would seriously recommend—and, first, let me predicate my statement by saying that there is no real reason to be afraid or concerned if the business community wants to come in and run education.

I have not talked to a business person yet who feels that that is something they really want to do.

But what they do want to do is have a real opportunity and feel that they are welcome in coming in and communicating more directly to educators in a way that allows educators to get a sense of what the employer community expects out of their education programs.

I am particularly concerned in two areas: One is in the development of program and the second is in the development of curricula.

I think it makes absolutely commonsense for the business community to participate in an advisory way—not to dictate—what should go on in the curricula of vocational education programs, because they are ultimately the users of these programs.

Now, there are many examples where this has occurred. I think that where it has occurred it has substantially improved the vocational education curricula for those specific occupations.

I do not think the bill now really spells this out. I think it is something the business community can do and is willing to do. But I should say again, I don't think the business community has any desire to come in and tell and dictate the educators what to do.

A second area I would like to point out. I think the example of what has happened in California is a good one. There the California Business Round Table came to the conclusion that it was critically important to upgrade the quality of the California schools. They decided that an improved education system was a fundamental basis for assuring the long-term competitive strength of the economy. And after a great deal of consultation—and I don't suggest that this was easy—they eventually supported an $800 million increase in the State's funding for education.

What I am disturbed about, Mr. Chairman, is that very little of that went into vocational education. I think it is proper to suggest that the recognition on the part of the vocational education community and business can be an ally, can lead to substantial resources that now do not exist.

One other area I would mention parenthetically is this involvement of the business——

Chairman PERKINS. Let me ask you, where do you feel that we could get those resources? I take it that you are insinuating through better cooperation with business.

Mr. SEMPLE. I think it is one way that the political support for vocational education can be strengthened. I think the example of that has been clearly seen in California. To me, I think it is one of the best ways that the business community can be brought in, because with business support on the political end it strengthens the long-term viability of the education program.

Chairman PERKINS. Go ahead.

Mr. SEMPLE. I must suggest that I have already delivered the rest of my testimony after you answered the question.

Let me just summarize by saying that I think it would be wiser, instead of spreading all over the face of the map in this bill and risk doing a lot of things inadequately, that we should concentrate on a few areas that show the greatest promise in making the kinds of changes that I have just suggested.

I should point out that what is in the bill now is a step in the right direction but hasn't gone far enough—the involvement of the business community and the State advisory committee is a commendable improvement. But I don't think it is going to mean much in terms of the kinds of development of political support or the direct link between business and teachers and program that I am referring to.

I am also concerned that H.R. 4164 makes a stab at involving business in one area: high technology. The degree of business involved in even assuming that high tech is where we should put all our eggs, appears to me to be somewhat limited in this one area.

If I read the bill correctly, there is a strong chance that all the business community will be asked to do is to supply equipment. Technology, in my opinion, is moving so rapidly that the chances are that equipment will become outdated almost as soon as it is put in the classroom.

Most employers, I believe, will agree with the assertion that they are in the best position to train their new entrants on their equipment, and feel that what vocational education should do is teach the principles of the job for which they are being trained with an understanding of the application of technology, but that a great deal of resources could be wasted if we spent most of the time trying to fill the classrooms with the latest state-of-the-art technology.

I also feel that limiting it on this one area is potentially extremely limiting on the ability of vocational education to adjust. There is this tendency to always follow the latest fad in our society.

I am reminded of the observation made a few days ago by a business colleague that if we follow the same instinct of the 1920's, much of the subsequent work for us would be to train as auto mechanics.

I think that the future of the labor market is such that adjustment is unpredictable and it is extremely important to have immediate communication between the employer community and the vocational education establishment.

In closing, Mr. Chairman, I am a little concerned that we are again seeing vocational education isolated from the mainstream of our human resource policy.

I think the business community could help bring a tie with our various strategies together. I am pleased that the bill suggests tying it together with JTPA. But I believe a lot more communication needs to be established. And I think we should not rush ahead on H.R. 4164 without seriously looking at how we might go about accomplishing this.

Thank you.

Chairman **Perkins**. Thank you.

[The prepared statement of Nathaniel M. Semple follows:]

PREPARED STATEMENT OF NATHANIEL M. SEMPLE, VICE PRESIDENT, COMMITTEE FOR ECONOMIC DEVELOPMENT

Mr. Chairman, thank you for the opportunity to testify today. I apologize for not providing the prerequisite advanced copies of my testimony, but the Xerox machine, my secretary, and I have all caught some form of bug and only the Xerox machine appears to have fully recovered.

It is my intention, therefore, to be mercifully brief, but I hope that is being so, I do not leave you with the impression that I am not prepared to say a good deal more about H.R. 4164, "The Vocational Technical Education Act of 1983."

Before beginning, let me clearly state that the trustees of the Committee for Economic Development, who consist of 200 of the nations leaders in business and education, have not developed a formal policy position on this bill, or indeed on vocational education in general. However, as you may know, we are, under the leadership of Owen Butler, Chairman of the Procter and Gamble Company, looking at the broad spectrum of precollegiate education and will be devoting considerable attention to the skills students will need to obtain long-term productive employment, and will focus particularly on those who do not intend to go on to college. Therefore, outside of some broad policy principles, the thoughts expressed in this testimony are my own—though they draw on my recent experience with the business community, and particularly from the discussions we have held in the Business Working Group for Human Resources.

H.R. 4164 is a laudable effort to lay out a new direction for vocational education. The authors clearly recognize that vocational education needs to be able to adjust more quickly to an increasingly changing labor market. And they have made some effort to improve the lines of communication with the employer community, which I believe is critical if voc-ed will be able to adjust quickly enough.

I am, however, concerned that in practice, the bill will not accomplish its stated goals. First, it appears that most any activity is allowable: one can strenghten the institutional base, or plan sequential vocational programs; develop special courses and strategies to teach the fundamentals of math and science; fund vocational student organization activities or collect, and even disseminate information. One can do research, or advise, or cooperate, or support, or construct, or do most anything, as long as it is in the name of vocational education. Using a bit of left over high school mathematics, I have run a few permutations and estimate that the bill offers roughly a half million possible ways in which the funds can be uses.

Now, I do not think that this is necessarily bad. But I am left wondering why the authors went to such great lengths to mention all these things if not to give some assurance to those in the system that matters, indeed, will not change.

I am not one who believes that change just for the sake of change is a good thing. But I do believe that like many other institutions in society, vocational education needs to undergo some fundamental reevaluation if it is to remain a significant resource for preparing individuals for the world of work.

It may well be that vocational education is already out of the running. I have been impressed by the fact that virtually none of our the recent reports on the quality of our schools make mention of vocational education. One might interpret this as meaning that vocational education is doing the job. In my view, it represents just how little an impression vocational education has had to date on the consciousness of the American people and on the authors of these reports.

Perhaps this is hearsay, but rather than spread what is a relatively small amount of money over such a wide area, and risk doing a lot of things inadequately, I believe it would be better to concentrate on a few areas that show the greatest promise of making those institutional changes necessary to improve the performance of vocational education.

There are two areas that come immediately to mind. The first is to upgrade the quality of the work force; the second is to modernize the curriculum of our vocational education programs, in close consultation with the employer community. Both areas need to be dealt with with great care, and should not be left entirely up to the current decision making process. I will not take this committee's time to spell out how I would recommend seeing this come about with respect to the teaching capacity of vocational education. This is a subject that demands a good deal more thought. But I will comment on the need to update cirricula and the role the employer community can play in this area.

H.R. 4164 recognizes the need to improve communication with employers. But merely increasing their presense on the State Advisory councils is not enough. Employers can, and are willing, I believe, to get more involved if they see themselves as having a specific mission and sense they can make a real contribution to improving matters. Although I am not wedded to the specifics of the proposal made by the National Alliance of Business, I strongly believe that the business community can and should help develop curricula in specific occupational areas. To me it's simple common sense. Some states are doing this already. I was especially impressed with the degree of communication that has developed in Oklahoma. This does not mean that business should, or would want to be in a position to dictate curricula. No business person that I have talked to see this as their role in any aspect of education. But they do feel there is a compelling need to translate more directly what employers expect from vocational education to enable vocational educators to plan accordingly. Business involvement should not be viewed as a threat or with cynicism.

There are just too many examples, isolated as they are, where business involvement has been shown to make a real difference. The Aviation High School in New York is one compelling example.

I realize that H.R. 4164 makes an effort to very directly involve business in Part D of Title II in the area of high-technology occupations. But the degree of business involvement, even assuming that "high tech" is where we ought to put our resources, is potentially extremely limited to supplying equipment. I have been great disturbed by the tendency of many vocational educators to want to fill up their shops with the latest, most advanced hardware. I have yet to run into a business person who thinks this is a good idea. For one thing, technology is moving so rapidly that the chances are that this equipment will become outdated almost as soon as it is put into place. Secondly, most employers I have talked to believe that they are in the best position to train new entrants on their equipment, and believe that what vocational educators should do is to emphasize the principles of a specific job combined with a understanding of the application of technology, but not waste precious resources on trying to have on hand the latest state-of-the-art gadget. Yet this is what I believe underlies the purpose of this section.

But it may well be that emphasizing this one aspect of vocational education will result in vocational education become less able to adapt to change in the labor market, not more. There has always been a tendency to follow the latest fad. I am reminded of the observation made by a business person a few days ago that if we had followed the same instinct in the 1920s, much of the subsequent workforce would have been trained as auto mechanics.

Finally, Mr. Chairman, I am greatly disturbed by the fact that we continue to consider vocational education in isolation. Indeed, we continue to separate out all of our human resource policies, be it elementary and secondary education, vocational education, career and adult, or training for the disadvantaged. In doing so, we continue to add cement to the walls that divide these communities when there is a compelling need to have educators work together and not in competition with one another. Perhaps this will never come to pass, but I do not see outside of the commendable effort to link-up with JTPA, any real effort to begin this procss in this bill. I believe the business community would welcome a more cohesive education strategy. I also believe they would be willing to do what they could to help bring this about.

I do not believe we should rush ahead on H.R. 4164 without seriously looking at what it is we are trying to accomplish. I confess that after reading this bill, I am more confused about vocational education's mission than I was before.

Chairman PERKINS. Mr. Schubert, you are the next witness.

STATEMENTS OF RICHARD F. SCHUBERT, PRESIDENT, AMERICAN RED CROSS, AND CHAIRMAN, BOARD OF DIRECTORS POLICY COMMITTEE, NATIONAL ALLIANCE OF BUSINESS, ACCOMPANIED BY WILLIAM KOLBERG, PRESIDENT, NATIONAL ALLIANCE OF BUSINESS

Mr. SCHUBERT. Thank you, Mr. Chairman.

For the record, my name is Richard Schubert. I am president of the American Red Cross. Before joining the Red Cross in January, I was vice chairman of the Bethlehem Steel Corp. And in 1973 to 1975, Mr. Chairman, I served as Under Secretary of Labor and had the privilege of appearing before you in that capacity.

Today I represent the National Alliance of Business as a member of the board of directors of that body and chairman of the board's policy committee. And with me, as you know very well, is Bill Kolberg, who is president of the National Alliance of Business. He also had the pleasure of appearing before you many times as Assistant Secretary of Manpower, now Employment Training Administration.

We have submitted a prepared statement. We are going to limit the oral remarks very briefly to the bill that is now before the committee.

Chairman **Perkins**. Without objection, your prepared statements will be inserted in the record. Go ahead.

Mr. **Schubert**. We appreciate that, sir.

We will be addressing H.R. 4164 and presenting what we perceive to be the important principles and recommendations that ought to be incorporated in any reauthorization of the Vocational Education Act.

We have been working now for some time with the AVA, American Vocational Association, and other groups that are interested in this area. In fact, we would commend and congratulate Gene Bottoms, who appeared before you yesterday, Mr. Chairman, who is executive director of the AVA, for his outreach to the business community in attempting to develop an approach that would satisfy a number of very important interested groups.

We believe that H.R. 4164 represents good progress in a number of areas. Specifically, we find some very positive features in this legislation. First of all, the increased emphasis on adult education and training.

Second, the focus on program modernization and what we believe to be an appropriate limitation on the use of funds for program maintenance.

Third, the industry-education partnership, which requires an investment in high technology industries.

Fourth, the new consideration given to regional planning.

Fifth, the increased emphasis on articulation between different levels of vocational education.

And then last, the movement away from categorical set-asides.

But, Mr. Chairman, I would hasten to note that we believe the bill could address more effectively some principles that we believe are integral to the continued Federal interest in vocational education.

When we approached this problem we did so with two questions.

First, whether a continued Federal investment is justified. And, second, how can the country meet its occupation-education training and retraining needs, at least as we perceive them in the next 10 years.

And as a result of a number of meetings with employers, employer organization, educators, literally across the country, we developed five key principles. Mr. Chairman, I would like to focus on those five key principles and our statement, as you will see, elaborates significantly.

The first key principle which we believe ought to be incorporated in any legislative effort is that the Federal investment should be directed toward improving the quality of the instruction, and meeting student and employer needs for labor market oriented programs—those programs which lead to job placement and improved economic incomes.

Now, what in effect we are recommending is three things.

First of all, the Federal funds be used to improve the quality of instruction in occupationally specific vocational education.

Second, that those Federal funds insure that course content is based on labor market demands and the standards of the workplace.

Third, that those funds continue to provide access to vocational education programs for all students, particularly those with the greatest economic need or perhaps precluded and impeded by barriers to employment.

The second principle is that vocational education planning and implementation at the State and local levels should be predicated, should be based on, a close working relationship with employers who, after all, are the users of the system. And that that planning ought to be based on an analysis of the employment and employability needs of the State.

Third principle: States should expand their capacity of providing expert information, guidance, and technical assistance to school systems, schools and vocational education instructors based on information drawn directly from the relevant employer community.

Fourth, goals and objectives for State and local programs should be clear and include standards of performance to measure effectiveness in meeting Federal goals and to improve the accountability for the use of Federal funds.

And finally, reauthorization of the Federal Vocational Education Act should reinforce the direction of JTPA, the Job Training Partnership Act, in order to insure appropriate coordination with other employment related systems.

Let me particularly stress the nature of the employer contribution to effective vocational education programs. As Mr. Semple indicated in his testimony, Mr. Chairman, we don't believe that employers are seeking to control State and local programs. Rather, they come to the table as volunteers. They come to share their expertise. They come to share with educators on the demands of the rapidly evolving labor market as well as the specific competencies that need to be mastered in the occupational offerings.

We believe that this employer contribution should be effectuated through two mechanisms. First, an independent industry-labor committee which reports to the Governor, the State board of vocational education, and the State legislature on the ability of the State vocational education programs to meet labor market needs and to evaluate the effectiveness of these programs.

And, second, the second mechanism that we suggest, Mr. Chairman, for insuring employer participation: The formation of technical committees, composed of employer and labor representatives, working with appropriate State staff, to identify the competencies needed in the workplace in each occupation and help the State and local education systems develop the capability of imparting these competencies.

Now, Mr. Chairman, we believe that H.R. 4164 does make significant improvement in labor and employer involvement in this vocational education decision-making process.

However, when you study H.R. 4164, you perceive that it really doesn't distinguish employers from, for example, organized labor and the membership on the council. This means that it would be possible to establish a council without a single business representative.

The strong employer input to vocational education policy that is necessary to make the system responsive will only be achieved if employer participation on the State advisory committee is guaranteed.

A statutory requirement that the majority of council memberships be drawn from the business community will in fact guarantee an appropriate level of employer involvement in shaping the system—shaping the vocational education system.

Further, we recommend that the State plan be approved by the State advisory committee before Federal funds are made available to the State. Advisory committees that have little or no authority run the risk of being ineffective, easy to disregard, negating any purpose for their existence.

A second major concern with H.R. 4164 is that its scope and purpose are so extensive. The bill simply does not reflect the conclusion of the National Institute on Education's study on vocational education that the Federal investment is already too diffused and tries to achieve too much with the limited funds available.

We do not think that merely increasing the Federal authorization is the correct approach. We recommend a more focused Federal investment which can be accounted for and measured through the ability of the system to meet clearly established indicators for effective performance.

Mr. Chairman, we commend you for holding these hearings because we believe the Federal investment, if properly focused and directed, can insure that vocational education is prepared to meet the challenges of serving as the heart of this country's training system.

It is because of our belief that vocational education can so serve that we are involved in this matter, and here today.

Thank you for inviting us to attend, Mr. Chairman, we appreciate it.

Chairman **Perkins**. Thank you very much.

[The prepared statement of Richard F. Schubert follows:]

PREPARED STATEMENT OF RICHARD F. SCHUBERT, NATIONAL ALLIANCE OF BUSINESS

Mr. Chairman, thank you for this opportunity to appear before you to discuss the reauthorization of the Vocational Education Act.

My name is Richard Schubert. I am President of the American Red Cross. Before joining the Red Cross, I was Vice Chairman of the Bethlehem Steel Corporation. I have also served as a member of the National Research Council's Committee on Vocational Education and Economic Development in depressed areas which has recently released its report, "Education for Tomorrow's Jobs".

Today, I represent the National Alliance of Business, as a member of the Alliance's Board of Directors and Chairman of the Board's Polciy Committee. With me is William H. Kolberg, President of the National Alliance of Business.

The National Alliance of Business (NAB) is an independent, business-led, nonprofit corporation whose mission is to increase private sector training and job opportunities for the economically disadvantaged and long-term unemployed through strong public/private partnerships of business, government, labor, education, and community-based organizations. The Alliance has had nearly 15 years of experience helping unemployed youth and adults to obtain productive jobs in business and industry. Every administration since NAB's founding in 1968 has turned to us for our leadership in developing and maintaining the business community commitment to train and hire the unemployed.

We are here to address two fundamental questions: (1) whether a continued federal investment in vocational education is justified at this time of extreme pressure on federal resources, and (2) how the country can meet its occupational education, training and retraining needs in the next ten years.

The continued federal investment.—Today the vocational education system receives approximately $6.8 billion in state and local funds. This money is used to provide vocational education in every school district, in every state. The federal investment in vocational education is less than 10 percent of what states and localities spend. That investment began in 1917 as a means of encouraging states to establish and maintain vocational education. In 1963, the federal emphasis shifted to increasing access and equity within the system. With federal funds overmatched 10 to 1, and states, as concerned about their own economic development and employability of their people as the federal government, is it not wise to reduce or eliminate the federal contribution to vocational education? By doing so, we can reduce the burden of federal regulation and so free states to direct their investment as they see fit. The answer is yes, if we are simply continuing as we are. In today's deficit situation, business believes every federal program should be considered for education or elimination, unless there is a compelling reason to retain it. Federal funding for vocational education should meet that same test: The Alliance believes, that with appropriate changes that will enhance the quality of vocational education programs, that a compelling argument can be made for this federal investment.

Education, training and retraining needs.—The United States is facing increased world competition in today's global economy. The developed nations are forcing their way into our product markets. The underdeveloped nations are marketing their less expensive labor to attract the industry and commerce necessary to support expanding populations and to raise their standards of living.

Rapidly developing technologies are changing the way we work. To maintain our standard of living, our workforce will have to do more in less time. We will have to use the newest technologies, techniques and methods in business, as they become available, to increase our productivity and maintain our share of the market and our pay scales. These changes will challenge the ingenuity of inventors, managers and employers, and will require that this country significantly increase its capacity to train and retrain its workforce. Signs of the retraining task ahead are already visible in the displaced worker phenomenon.

If we are to avoid the disruption created by economic dislocation we must have a very strong education and training delivery system. That system must be prepared to offer the combinations of education and training necessary for people to enter and reenter the workforce and/or undertake a lifetime of learning and continuous updating of their knowledge and skills.

The existence of such a delivery system is the real human safety net and productivity-builder the country now needs. But we should not invest in a new training system, and the taxes and price increases necessary to pay for such a system, until we look carefully at what is in place and until we make a sincere and concerted effort to make the most of those systems.

The United States has four major occupational training systems: the military; the public employment training system (JTPA); employee training provided by private employers; and the vocational education system—both public and private.

The military services, which are now voluntary, have as their primary purpose to prepare people to use the systems and weapons of war. It has been shown, however, that the occupational training provided by the military, frequently in the newest technologies, greatly enhances lifetime earnings of those who use it upon leaving military service.

The public employment training system has just been redesigned with passage of the Job Training Partership Act (JTPA) in 1982. The Act, which began a systemwide implementation phase on October 1, 1983, requires the coordination of the job training programs funded by it with other education and training systems at the state and local levles. The Job Training Partnership Act also establishes a new federal approach to employment and training policy in which private sector employers play a key role in the planning, design and oversight of local training programs.

Business itself trains and retrains enormous numbers of people in state-of-the-art skills as fundamental business necessity. Businesses that are developing the latest technologies and methods must often rely on their own resources to train their employees.

What then of the business which purchases new technologies and methods and must have qualified employees to use them? What of the organizations that are not large enough to justify a full-time training effort? What happens when the technology or skill is more generally needed and several employers train in it, only to lose trained employees to their competitors for higher salaries? How long can employers afford to train under such circumstances? What of the people who wish to learn skills their firm does not teach? Should people's careers depend solely on the training opportunities provided by their own employer?

This country already has a major training resource in vocational education, a broad-based education and training system currently operating in every state. It has been preparing people for skilled and semi-skilled jobs for more than 65 years. For the most part, it has adjusted well to changing labor market needs over the years. More important, vocational education has the potential for responding effectively to the rapidly changing needs of employers, their employees and potential job seekers.

Vocational education represents a major, ongoing investment in preparing the young and inexperienced for the world of work and in specific occupations. The system is educating and training young people for job entry, teaching new skills to people for career changes and career development and in some cases, is already working with employers to help them retrain their existing workforce. As the system becomes more responsive to employer needs, students will gain greater access to better jobs and career opportunities. The system can only be more responsive to employer needs to the extent a closer, supportive relationship between business and vocational education is encouraged.

To this end, we recommend that the federal investment in vocational education be directed toward helping the vocational education system enhance the quality of instruction offered, based on a more structured system of communication with the employer community. Our recommendations developed in consultation with employers, employer organizations and educators, take the form of five principles to guide the development of any federal legislation. These are:

1. The federal investment should be directed toward improving the quality of instruction and meeting student and employer needs for labor market-oriented programs which lead to job placement and improved economic outcomes for students.

Federal funds should be made available to states in a modified block grant to be used to: Improve the quality of instruction in occupationally specific vocational education through teacher retraining; modernization of curricula, equipment, teaching materials and facilities; ensure that course content is based on labor market demands and the standards of the workplace through employer involvement in the development of occupational competency statements and in the state and local planning process; and increase access to vocational education programs for all students, especially those with greatest economic need or other barriers to employment through use of the federal funds for that purpose.

2. Vocational education planning and implementation at the state and local levels should be predicated on a close working relationship with employers who are users of the system and on an analysis of the employment and employability needs of the state.

It has been shown that one of the key elements in job placement success of occupational training programs is the link between the programs and employers. Ultimately, the measure of vocational education must be the ability of its completers to compete in the labor market. Vocational education now has several avenues of communication with employers, all of which are advisory. Also, there is no required input from employers at the state level where significant planning and programming decisions are often made. To structure stronger employer communication with vocational education, we recommend that:

Each governor, after consultation with appropriate state business and labor organizations, appoint an independent industry-labor committee which reports to the governor, the state board of vocational education, and the state legislature on the ability of the state vocational education plan to meet labor market needs of the state, and to evaluate the effectiveness of state vocational education programs. Without approval of the state plan by the industry-labor committee, no federal vocational education funds should flow to the state.

Local school districts and community colleges seek out the views of appropriate local private industry councils in the development of their program plans. If local advisory councils are required by the Act, the appropriate private industry council should be allowed to serve as such if requested by the local education agency.

3. States should expand their capability of providing expert information, guidance and technical assistance to school systems, schools, and vocational education instructors based on information drawn directly from the relevant employer community.

The Vocational Education Amendments of 1976 required state vocational education agencies to commit major portions of their resources to compliance and oversight functions. While some of these compliance functions may be necessary, state agencies should be encouraged to return to their primary role as a source of expert information, guidance and technical assistance to local education agencies and institutions. This can be done if representatives of business, labor and vocational education work together to establish the type and level of competence needed for entry and success in each occupation taught.

States should establish technical committees to identify the competencies needed in the workplace in each occupation and help the state and local education systems develop the capability of imparting these competencies. These committees could serve as subcommittees of the industry-labor committee for vocational education to advise state staff, the state directors of vocational education, the state board of education, the governor, the state legislature and the State Job Training Coordinating Council.

Members of the technical committees should be individuals knowledgeable in the state-of-the-art of the occupational area (skills, methods, equipment, facilities needed for the occupation) and be nominated for membership on the committee by the trade, professional and labor organizations appropriate to the occupation.

States should staff each technical committee with a Master Teacher who has demonstrated outstanding technical skills and instructional ability in the occupation. The Master Teacher would translate the competencies into model curricula, instructional methods and materials for the uses of teachers and school systems including optimum specification for equipment and facilities.

The state staff, with the assistance of the appropriate technical committee, should also organize professional development programs for teachers which include continuing in-service training and opportunities to receive state-of-the-art industry experience.

4. Goals and objectives for state and local programs should be clear and include standards of performance to measure effectiveness in meeting federal goals and to improve the accountability for the use of federal funds.

Rather than seeking oversight of federal funds through detailed reporting processes (as do the 1976 planning amendments), we recommend a system based on results-oriented evaluations involving a minimum number of compliance type regulations and building in positive rewards for program results. There is precedence for a performance based system since some states already measure placement of program completers as a factor in continuing to provide state funds for specific local programs. We recommend that meeting performance standards be a basic requirement to receiving continuous federal funds, and that special funds be set aside as incentive awards for outstanding teachers, schools and school systems.

Evaluation of state and local vocational education programs should be based on: The growth in percentage of programs which teach at least the minimum core competencies in an occupation developed through the technical committees; the progress of students toward mastering the occupational competency; and the percentage of program participants who obtain jobs, continue their education/training or enter the military service.

The federal government should establish the basic performance standards for these criteria which can be modified by the states to account for local economic conditions.

The continued eligibility of local recipients to receive funds should be contingent upon their ability to meet performance standards.

If localities are not meeting the performance standards, they should receive technical assistance from the state agency. If after technical assistance has been provided, the local recipient still does not yet meet performance standards after the second year, the recipient should lose its eligibility to receive federal vocational education grants.

5. Reauthorization of the federal Vocational Education Act should reinforce the direction of the Job Training Partnership Act to ensure coordination with other employment related systems.

The Job Partnership Act (JTPA) takes a first step in an effort to bring about a coordinated approach to addressing employment related programs within each state. The reauthorization of the federal Vocational Education Act presents a second opportunity to encourage related systems to work together. We recommend:

State and local administrators for the planning and implementation of vocational education programs should seek out the views of the State Job Training Coordinating Council and local private industry councils in developing their plans and programs of work to ensure compatibility with state and local employment and economic development goals.

Planning and reporting cycles, and definitions appropriate to the population groups serves should be consistent with JTPA and other education programs to ensure the ability to corrdinate between programs.

Displaced worker retraining by the vocational education system should be jointly planned with the state agency responsible for the administration of JTPA Title III.

If local advisory councils are required in the new vocational education legislation, appropriate private industry councils should be allowed to serve as such, if requested by the local education agency.

Local education agencies should be encouraged through incentives to plan on a regional basis rather than independently of one another.

We believe the strength of our recommendations are that they encourage each party in the proposal to do what it does best. Educators are responsible for providing, managing and directing the education effort. Industry representatives identified by their specialized trade associations, provide the information about what competencies people need to enter and succeed in their businesses and serve as a resource to the system by making their state-of-the-art experience and knowledge available to that system. Through the state industry-labor committee, business also has an opportunity to look broadly at the system and evaluate how well the vocational education programs respond to state labor market needs. Together these steps provide organized and adequate answer to the plea of so many educators: "Business asks for more and better, but does not tell us what it really wants." This kind of employer involvement cannot help but build understanding and support for vocational education at the state and local levels.

We do recommend that there be increased coordination with efforts made under the auspices of the Job Training Partnership Act. We do not recommend that the two systems be amalgamated. The Job Partnership began to function Octobr 1, 1983. More than anything else, that system needs stability and time in which to mature and prove itself. Amalgamating the recent Job Training Partnership with vocational education at this time would be seriously damaging to the partnership and would not necessarily help the vocational education system meet its own important objectives. Working together does not necessarily require unification.

In closing, Mr. Chairman, may I emphasize that the National Alliance of Business and the other major, national business organizations recognize that vocational education is a complex and broad based system which must reach out to many population groups regardless of income or age. The vocational education includes numerous outstanding schools, programs, teachers and students. In fact, it is this proven quality which convinces us that, with proper direction of the federal investment, good programs can reach new heights of achievement, weaker programs can become stronger and no longer needed programs can be eliminated. This way, the vocational education system can become the backbone of the nation's training delivery system. Such a delivery system will attract other training dollars—federal, state and local—public and private. Our vision is of a federal investment in building the best possible occupational education and training system possible to meet the training and retraining needs of our rapidly evolving economy.

ORAL STATEMENT OF RICHARD F. SCHUBERT, NATIONAL ALLIANCE OF BUSINESS

Mr. Chairman, thank you for this opportunity to appear before you to discuss the reauthorization of the Vocational Education Act.

My name is Richard Schubert. I am President of the American Red Cross. Before joining the Red Cross, I was Vice Chairman of the Bethlehem Steel Corporation. I have also served as a member of the Committee on Vocational Education and Economic Development in Depressed Areas of the National Research Council which has recently released its report, "Education for Tomorrow's Jobs."

Today, I represent the National Alliance of Business, as a member of the Alliance's Board of Directors and Chairman of the Board's Policy Committee. With me is William Kolberg, President of the National Alliance of Business.

I have a prepared statement which has been made available to the committee. I formally request that it be included in the record. I will limit my remarks this morning to addressing the bill now before this subcommittee—H.R. 4164, the Vocational-Technical Education Act of 1983—and presenting the principles and recommendations that the Alliance believes should be incorporated in the reauthorization of the federal vocational education act.

The National Alliance of Business and other business organizations have had frequent meetings with the American Vocational Association and other groups interested in this bill over the past year to discuss the issues related to reauthorization. Gene Bottoms, Executive Director of the American Vocational Association, has engaged in an extensive and very positive outreach to the business community to seek our input throughout the development of this bill. H.R. 4164 represents great progress in the coming together of many and varied interests, all of whom hope for a federal investment which will improve education, and so offer greater opportunities for students while helping fortify the economy. The Alliance expects to continue to work with AVA, other interest groups and the Congress. We expect that the final legislation will be something we can all support and encourage our constituencies to support.

There are many positive features of the bill that we support: The increased emphasis on adult education and training; the new focus on program modernization and the limitation on the use of funds for program maintenance, unless in special circumstances; the industry-education partnership which requires that employers invest one-fourth of the funds to be spent to develop and carry out joint training programs in high technology industries; the new consideration given to regional planning by local education agencies; the increased emphasis on articulation between different levels of vocational education; and the movement away from categorial set-asides (although we would like further discussion of how federal funds should best be directed to the economically disadvantaged and others with barriers to employment. Special consideration should be given by this subcommittee to the concept of vocational incentive grants, patterned after Basic Education Opportunity Grants, as proposed in the recent report of the National Research Council.)

However, we do believe the bill could address more effectively principles we believe are integral to the continued federal interest in vocational education.

We approached the reauthorization of vocational education with two questions: Whether a continued federal investment in vocational education is justified at this time of extreme pressure on federal resources and; how the country can meet its occupational education, training and retraining needs in the next ten years?

After meeting with employers, employer organizations and educators to duscuss these questions, we developed five key principles that provide a compelling argument for the continuation of the federal investment to ensure that the vocational education system has the resources to be the mainstream delivery systems for meeting this country's need for quality occupational education, training and retraining.

They are: (1) The federal investment should be directed toward improving the quality of instruction and meeting student and employer needs for labor market-oriented programs which lead to job placement and improved economic outcomes for students.

We recommend that federal funds be used to (1) improve the quality of instruction in occupationally specific vocational education, (2) ensure that course content is based on labor market demands and the standards of the workplace and (3) continue to provide access to vocational education programs for all students, particularly those with the greatest economic need or other barriers to employment.

(2) Vocational education planning and implementation at the state and local levels should be predicated on a close working relationship with employers who are users of the system and on an anaylsis of the employment and employability needs of the state.

(3) States should expand their capability of providing expert information, guidance and technical assistance to school systems, schools and vocational education instructors based on information drawn directly from the relevant employer community.

(4) Goals and objectives for state and local programs should be clear and include standards of performance to measure effectiveness in meeting federal goals and to improve the accountability for the use of federal funds.

(5) Reauthorization of the federal Vocational Education Act should reinforce the direction of the Job Training Partnership Act to ensure coordination with other employment related system.

Our specific recommendations for implementing these principles are contained in our written statement.

Let me particularly stress the nature of the employer contribution to effective vocational education programs: employers are not seeking to control state and local programs but rather to come to the table as volunteers and share their expertise with educators on the demands of the rapidly evolving labor market as well as the specific competencies that need to be mastered in the occupational offerings. We believe this should be done through two mechanisms:

First, an independent industry-labor committee which reports to the governor, the state board of vocational education and the state legislature on the ability of the state vocational education program to meet labor market needs and to evaluate the effectiveness of these programs; and second, technical committees, composed of employers and labor representatives, working with appropriate state staff, to identify the competencies needed in the workplace in each occupation and help the state and local education systems develop the capability if imparting these competencies.

H.R. 4164 make significant improvement in employer involvement in vocational education decisionmaking over existing law by increasing private sector membership on a consolidated policy making council at the state level. However, the language of H.R. 4164 does not distinguish employers from organized labor in the membership on the council. This means it would be possible to establish a council without a single business representative. The strong employer input to vocational education policy that is necessary to make the system responsive to labor market realities will only be achieved if employer participation on the state advisory committee is guaranteed. A statutory requirement that the majority of council memberships be drawn from the business community will guarantee an appropriate level of employer involvement in shaping a vocational education system capable of meeting state and local labor market needs.

Further we recommend that the state plan be approved by the state advisory committee before federal funds are made available to the state. Advisory committees that have little or no authority run the risk of being ineffective and easy to disregard, negating any purpose for their existence.

A second major concern with H.R. 4164 is that its scope and purpose are so extensive. The bill does not reflect the conclusion of the National Institute on Education's study on vocational education mandated by the Congress that the federal investment is too diffused and tries to achieve too much with the limited funds available. We do not think that merely increasing the federal authorization is the correct approach to this problem. We recommend a more focused federal investment which can be accounted for and measured through the ability of the system to meet clearly established indicators for effective performance.

We commend the Chairman for holding these hearings because we believe the federal investment, if properly directed, can ensure that vocational education is prepared to meet the challenges of serving as the heart of this country's training delivery system. It is because of our belief that vocational education can so serve, that we are here today.

Thank you, Mr. Chairman, for inviting us here today. I look forward to any questions that you may have.

Chairman Perkins. Any other speakers? Mr. Schubert, do you have anybody else there this morning? What about Mr. Kolberg?

Mr. Schubert. Mr. Kolberg is my associate and full partner—he is the senior partner in our effort, and he will be available, as I will try to be, to answer your questions, sir.

Chairman Perkins. Let me thank all you gentlemen.

Any questions, Mr. Gunderson?

Mr. Gunderson. Thank you, Mr. Chairman. I apologize to Mr. Semple for not being here during your testimony but in reviewing it—and I guess I would be interested in both of you commenting—you come out fairly much in opposition to the concept of some kind of a system for high technology, equipment, et cetera.

You say that you sort of get the feeling that vocational people want to fill up their rooms with hardware more than teach it. I guess I come from a different perspective—and I am talking postsecondary now, not the primary secondary. But every vocational instructor I have talked to has said that there is a very bad need for some kind of high-tech equipment in which to teach their students.

During a tour of my vocational schools I have found that we not only use computers in the office management courses but we have computers now used in dairy, agriculture, in meat processing, and industrial technology—in just every scope of vocational work one can imagine.

I guess it is sort of like saying how do you teach someone to type if you don't have a typewriter? Or how do you teach someone to play a piano if you don't have a piano? And I frankly don't know how you teach people to go into the world of high technology in computers, regardless of the field, if you don't have that basic computer as a format. I would be interested in your comments.

Mr. **Semple**. I think you are absolutely right. What I meant by my comments on this is that there is a tendency, I feel—and I think you are right in terms of postsecondary education—to spend a tremendous amount of resources in the purchase of equipment.

I guess my feeling is that I am afraid that this will snowball and what we will lose sight of are the principles applied to that. I think it has to be very carefully done.

I am not saying that we should not move in the area of high technology. What my complaint is about in this section is that the business community here doesn't really involve itself in how this technology is going to use excepting so far as it might supply the equipment and that is used as its offset, its cost share.

I mean, this is part of the problem I find in the bill—there is not enough consultation, there is not enough involvement in the business community in the process of discussing how this equipment could be used.

I am not against the idea of having equipment. But I think we should proceed very carefully.

A second point I should point out: See, this varies considerably. It may occur in your district that, indeed, there is a great deal of recognition of the need to carefully use technology. But I am not so sure it is widespread. That is why I think devoting all our attention to this subject may be misplaced.

Mr. **Schubert**. Mr. Gunderson, if I might comment——

Mr. **Gunderson**. Sure.

Mr. **Schubert** [continuing]. About that as well. In our prepared written submission, you will note that we strongly suggest the formation of special technical committees to identify the competencies needed in the workplace in each major industry in a particular State or region of a State.

One of the reasons for that suggestion is to try to bring to bear the business expertise, not only with regard to the course curriculum and how it should be measured, but also the equipment being utilized.

My sense from my own personal involvement in a business community across these years is that if the business community has a genuine sense of participation and an ownership in the product—to wit—the product of the vocational education system, they will take a very significant interest in the equipment that is being used and the courses that are being provided. So often the business community involvement has been pro forma, has not been real, has not been substantive. And the business community leadership perceives that right off the bat, hence, they are not really involved.

There is a willingness in many businesses today to actually provide inkind assistance and equipment. But you have got to put the horse before the cart—you have got to get them involved in a very direct way.

Mr. **Gunderson**. Thank you, Mr. Chairman.

Chairman **Perkins**. Mr. Ackerman.

Mr. **Ackerman**. No questions.

Chairman **Perkins**. Mr. Bartlett.

Mr. **Bartlett**. Thank you, Mr. Chairman.

Let me go to an issue that I don't believe has been discussed here, and that is the size of the bill. That is, this bill would authorize $1½ billion, which roughly doubles the size of funds that we are spending appropriated in fiscal year 1984.

My concern, I suppose is that with vastly increasing Federal deficits which lead to high interest rates, which leads to unemployment and 11 million people being out of work—trained and untrained—my question of each of the three of you, and I notice that the homebuilders left, but them also, is, What is your response on the size of the bill? Are you here urging more money be spent, or what is your response? Mr. Semple.

Mr. SEMPLE. I think it depends on what comes out. If the bill is structured in a way that really achieves some change, I don't think the business community would strongly oppose the funding levels. That is why I cited the example of the California Business Round Table involvement in education.

I think there is a real concern and I have just noticed how deeply committed leaders of business are in this area of education. They feel very strongly about it. I suppose if you had a list of priorities, education would be at the very top of them.

We took a survey recently of our 200 chief executive officers and education was No. 3 after the deficit question and after trade issues.

So I guess my answer is that they may not support $1½ billion but they certainly would support a continuation of at least the existing levels if the bill is formed in the right way.

Mr. BARTLETT. Let me follow up my question, Mr. Semple, because in this bill which you have testified seems to diffuse the effort to double the funding under this bill, would you advocate doing that?

Mr. SEMPLE. Not as it is currently drafted. No, that is what I indicated. I wouldn't double the funding under this bill. In fact, I would prefer that we would defer going at existing levels and really think through what we are doing.

Mr. Schubert.

Mr. SCHUBERT. I would approach it this way and basically agree with the concepts that have been expressed by Nat Semple. But if, in fact, there is simply going to be a reauthorization with some cosmetic changes, frankly, we don't think that Federal involvement is justified at all.

If, indeed, we are going to change the focus and the direction and put the real emphasis on leveraging the Federal money to achieve quality and instruction, and to measuring that quality by relationship to what is actually going on in the economic and business community in the State, then we think that clearly an investment along the lines that has been achieved in the past—$700 or so million—is appropriate.

We would think that before you make the jump to twice that much, to see whether it were indeed the will of Congress in terms of a new focus is actually effectuated.

Mr. BARTLETT. So you would urge that we spend approximately the same amount of money but we spend it in some new and revolutionary and helpful ways?

Mr. SCHUBERT. Right. And, Mr. Congressman, if that is not the direction, we urge that you don't spread the Federal money at all.

Mr. BARTLETT. As one individual member of this committee, I thank you for your candor.

Mr. Chairman, I notice the homebuilders had to leave, but I am intrigued and very pleased that the National Association of Home Builders were here today.

Dr. Leonard.

Ms. LEONARD. Mr. Bartlett, I accompanied our president, Harry Pryde. He had to leave for a press conference.

Mr. BARTLETT. Well, his press conference was the subject of my question, and I noticed the full-page ad in the Washington Post. First, I am a fan of the homebuilders, both individually and collectively. And also, I am very impressed with this new approach where you begin to get at interest rates by what we all know needs to be done, which is a reduction of the Federal deficit which causes those high interest rates, which causes young families not to be able to buy homes.

So my question then would be also along the money issue. I would assume that the homebuilders are not here urging that we double the size of this one Federal program on the same day that you are urging that we reduce the deficit.

Ms. LEONARD. I think that our association views the level of authorization proposed in this bill as a reflection of the universe of need. It would certainly be up to the Appropriations Committee to then designate among the limited Federal resources what could be given to this program.

But I think the numbers reflect the needs that are felt in every community across the country. And that is how we view the level of authorization as it is presented in this bill.

Mr. BARTLETT. I am not certain I understand your answer, Dr. Leonard. You would urge a $1½ billion authorization for this bill?

Ms. LEONARD. We support the level of authorization as just that—a level of authorization reflection of the universe of need within the vocational education community.

Mr. BARTLETT. Mr. Chairman, I would ask unanimous consent that the record be left open for 7 days in case the homebuilders would like to elaborate on that question at a future time.

Chairman PERKINS. Without objection.

Mr. BARTLETT. I have one additional question and that is: As a panel—this bill has eliminated the matching concept where States and local governments would match the Federal involvement—is that an issue that this panel has addressed as far as the matching concept, as far as whether we should stick with the idea of requiring a match from the local level?

Mr. KOLBERG. Mr. Bartlett, the Federal funds at this stage are about 8 percent of the total vocational education activity throughout the United States. I think it is for that reason that we have long since left the concept of matching grants. It is basically a State and local system.

The point we are trying to make today is the Federal Government is the tail on this very large dog and what we should be trying to do with a new and redefined Federal role. Our comments are all around that concept today.

I don't think it is necessary at all any longer to talk about matching. I think it is very necessary to try to take a very hard look at why the Federal Government is involved in this system. What we are trying to say today is the Federal Government is essentially making leadership funds available to lead the system to do new things.

It is in that context that we believe Federal funds are appropriate and necessary at the current level.

Mr. Semple. There is a revised kind of matching idea, of course, in section (d) where you have an employer contribution of 25 percent matched with State and other non-Federal resources. That kind of match I don't find terribly objectionable, if it is targeted on this kind of approach, which involves business participation where the business community has a significant involvement in defining a program. But generally I agree with Mr. Kolberg, that this is a tail that sometimes wags the large dog, a great deal in wagging the dog.

Mr. Bartlett. So, it would be your testimony that if we structured the Federal involvement properly it would be in a leadership role and a demonstration role and you wouldn't need a matching grant, which is more appropriate for a sustaining role.

One final question, Mr. Chairman; I realize I am close to my time. Would you then make these leadership programs that the Federal Government began under this new approach, would you make them temporary, capacity-building kinds of things as opposed to maintenance of existing vocational education programs throughout?

Mr. Semple. Absolutely.

Mr. Bartlett. I thank the panel. I thought it was excellent testimony, Mr. Chairman.

Chairman Perkins. Mr. Ackerman.

Mr. Ackerman. No questions.

Chairman Perkins. Mr. Williams.

Mr. Williams. Thank you, Mr. Chairman.

Perhaps any of you would share with us your thoughts about what it is about the vocational education curricula that is not now meeting the needs of the employment marketplace.

You appear to see the need for changes in the curricula, so that the people who complete the programs within the vocational education schools are, as I understand it, considerably better able than they are today, and have been in the past, to take a job. Now, what is it about the past and present curricula that is insufficient?

Mr. Schubert. Mr. Williams, I was privileged to be involved in a study that was supported and funded by the National Research Council, that took a look at vocational education in a number of communities, across the country. And what we saw was a very mixed bag in the sense that in some communities, particularly where the employer community had a very direct involvement, an action involvement, as opposed to a pro forma advisory committee involvement. The vocational education system was serving the community very well in terms of direct relatedness to what the economy was then requiring and what it appeared would be requiring in the near-term future.

On the other side of the coin, however, there were many communities across the country that were falling abysmally short. There was not any direct orientation to what the economy needed. That related, in our view, to the absence of a meaningful employer involvement—locally and at the State level—in coordinating the vocational education program.

What we are trying to do is to insure as much as we can, that kind of employer involvement and that kind of a quality program, and suggesting that the role of Federal funds in vocational education should be a leadership in achieving that objective.

Mr. Williams. Did your study then indicate that the given curriculas were not necessarily misdirected; rather, we were applying those curricula to the wrong people in the wrong places at the wrong time? In other words, we are turning out plumbers when we needed carpenters?

Mr. Schubert. That was certainly a significant part of it and it was not sufficiently labor-market oriented, and that is where the problems came up.

In some cases, back to our earlier discussion, the equipment that was being utilized was not state of the art when young people graduated from the course they weren't ready to be assimilated into the marketplace. And that really goes to the lack of active employer involvement.

Mr. Semple. I wonder if I could comment on that.

Mr. Williams. Sure.

Mr. Semple. I think there are two ways to address that question. The first is a general feeling that I have gathered from talking to business people, that in many cases we are training people for jobs that don't exist. Now, that is one part of the problem.

The second part of the problem is that in that training some of the curricula may be appropriate. But that the graduate is not well enough equipped to enter the labor market in the entry level slot. And sometimes this means that by separating vocational education from basic skills, for example, a graduate can come in fairly well versed on the technique of a specific piece of equipment, but doesn't have the communications skills necessary to maintain long-term employment in that job.

This is the kind of thing I think we are addressing, that the curricula may not be just on specific curricula on an application, let's say, of a drafting mechanism, but whether it includes the kind of other things that a student needs in order to succeed in the labor market. And employer after employer that I have talked to has come to the conclusion that their new entrants have fallen down in a lot of these other areas. They are not coming in well enough prepared to—they may be prepared in one area, but not well enough prepared generally to maintain long-term employment. That is part of the problem.

Mr. Schubert. Mr. Chairman, if I might add one other response from a personal standpoint. One of the concerns an employer always has, is whether or not the generally young person coming into that local labor force situation has not only the ability to perform the entry level job, but has the ability to move up the sequence in job progression, particularly if it is a union situation where there are seniority considerations, if people moving into entry level jobs are not trainable, do not have the basic understanding, having perceived it, realized it, achieved it in the educational system to move up. That, indeed, creates all kinds of problems in that work force.

I think that goes to one of the things Mr. Semple is saying.

Mr. **Williams**. I have had business people, friends of mine, and I say to Mr. Semple, including Brad Butler, not too long ago, who also indicated that the employment marketplace is changing so quickly that folks are not going to maintain one or two jobs during their lifetimes—our best guess now, possibly wrong, but our best guess now for the remainder of this century, is that the American people, many of them, perhaps a significant majority of them, will in fact be employed in a half dozen or more jobs, professions, during their lifetime.

So, as Brad Butler said to me, my company and the companies that I am aware of, don't so much need somebody specifically trained to perform a task as they need somebody who can think, and has a good grasp of the basic skills.

If we are going to begin to do that in vocational education, then vocational education is going to go through a significant turning. And many business people are going to object to it because they have in the past said, no, no, we are not interested in carpenters who know poetry; we are interested in carpenters who know a slide rule. Now suddenly we may be changing that.

I may have polarized that somewhat, the poetry statement, but I think it brings the point home. If we are going to make that type of a turning in vocational education, it seems to me that you all are going to have your work cut out for you, in trying to convince your associates and peers that, indeed, the marketplace is better with people who can think and can move from one job to another than it is with a vocational education system that teaches specific job-related skills designed only for one market.

Mr. **Semple**. I don't think it needs to be mutually exclusive. My feeling is that we haven't drawn the two together closely enough.

I guess what it raises in my mind is the problem I sense in tying the vocational education curricula in with general education. We are going through a lot of rethinking and I sense that by isolating the two that we are doing disservice to both: There is going to be a time when there are going to be a lot more graduates at the high schools who are going to be going directly into the labor market.

I think we are going to fail them if we don't tie these more closely together, because as you indicated, there is going to be a lot of change.

I think the vocational education programs can serve not only that constituency, but a large number of those already in the work force who need upgrading of their skills.

I have been particularly impressed by some of the programs, for example, those out in Montgomery County, that provide community-wide services and all kinds of vocational education retraining. I think that is a possibility. I am kind of dismayed that we now separate vocational education from adult education, and we separated it from our general schooling.

I think by continuing this separation of programs we may be kind of weakening all of them.

Mr. **Williams**. Finally, let me just express my concern about a possible direction that I see this dialog concerning vocational education taking. I believe it was Mr. Schubert who said employers are, after all, the users of the system.

Now, I agree with that and I believe we have to have a close tie between employers and the vocational education system. However, employers are the beneficiaries of this public system—more so than anyone else, except the participants themselves.

If we are going to look upon that as meaning that employers should, therefore, buy-in financially to a greater amount of vocational education and, therefore, administer a greater amount of vocational education, then I am going to oppose it because that seems to me to be a diminution of the historic public role in education in this country turning a significant segment over to the private authorities.

Now, that is not to say that we can't have councils on which business people have a very strong voice. It is not to say that business people cannot or should not be part of the curricula development. But seems to me there is a threshold there over which we should not go, because then we have begun to violate what I think has been a good separation of the private and the public authority over public education.

Mr. SCHUBERT. Mr. Williams, the only comment that I guess I would make in that regard is that I think we are a long way on the wrong side of that threshold at this point.

I would recognize the point that you make. I don't think that the business community wants to get involved in the administration of vocational education. They have their hands full in many other areas—competitive problems that we have in this country.

But I think as a society if we want to maximize this system, we need to get back to basics. One of my associates was telling me that vocational education as such in this country comes from a basic feeling on the part of the AFL-CIO, and the business community in 1917 that they needed, that the society needed, the economy needed a new approach. We have moved a fair piece away from that.

What we are suggesting is that we get back to the basics and be sure that there is direct labor market-related orientation to the vocational education system.

Mr. SEMPLE. I would like to reaffirm what he has said. I would also like to strongly say that the last thing the business community wants to do is run this program.

Ms. LEONARD. Mr. Williams, we testified on behalf of H.R. 4164 because we felt it was a well balanced approach to involving the private sector—there is advice, there is evaluation, there is assistance in planning. And, frankly, most homebuilders are small businessmen. Many of them are very highly regarded citizens in the community and may, in fact, run for the local or State school board. But, by and large, we look to the vocational education community to provide a well managed and efficient education system that provides people who will go to work.

Chairman PERKINS. Mr. Nielson, go ahead.

Mr. NIELSON. Dr. Leonard, I would like to continue the line of questioning that Mr. Bartlett started. Your Mr. Pryde talked about supporting this bill—a $1½ billion level, about twice what it is now—and at the same time is having a press conference saying we have got to cut the deficit.

Now, if we were to raise this by $750 million—if we were to accept it at face value, and I am one who thinks more money proportionally should go into vocational—where does it come from? Does it increase the deficit? Does it decrease other education programs? What would you recommend to me as a supporter of vocational education?

Ms. Leonard. As we understand it, the level of authorization for H.R. 4164 is, in fact $200 million less than what the current law authorizes. It is a reduction from the current authorization level. You may want to correct me on that.

Mr. Nielson. The actual budget authority, however, has been $735 million. This would double that—and I grant the authorization is not final. But why do you want so much in this area in terms of the dollars, as compared to being realistic, of course, in view of your other campaign to cut the deficit?

Ms. Leonard. I think, as I said earlier, there is a tremendous universe of need that this bill addresses. It speaks to the need to expand and improve vocational education in many different areas: outreach to special populations, high technology, cooperative industry education programs. There are many new and important thrusts in this legislation. Granted, not everything is going to be funded in a given year.

I think, given the wisdom of the people that will be serving, and do serve on the Appropriations Committee and on this committee, You could make that argument with almost every program; the grams according to the greatest need.

Mr. Nielson. That argument could be made for hundreds of programs that we have to fund and have to authorize in the Congress. You could make that argument with almost every program the need is there. I think everyone on this committee would like to do more if it were in our power to do it in terms of the total balance.

Would you go as far to say that perhaps in the total education dollar, not enough of it is going to vocational as related to the rest of the education funds? Would you go that far?

Ms. Leonard. Mr. Nielson, we agree with that assessment.

Mr. Nielson. Thank you. That is what I wanted to hear.

Mr. Semple, you indicated you don't think we should have all of the different new gadgets and so forth in our schools; we shouldn't have hands-off type training, yet, if at least you carry it that far——

Mr. Semple. No, no, I didn't say that.

Mr. Nielson. No; but I am going——

Mr. Semple. I just said it about the gadgets.

Mr. Nielson. I am going to push you in a corner where you have to say that or else give me a solution.

Nat, as you know, when you were a staff member you prepared a whole list of questions for people to ask.

Mr. Semple. Yes; and most of them were terribly obnoxious. [Laughter.]

Mr. Nielson. I am going to ask you just two or three of those questions.

No. 1, do you believe we should have a vocational advisory board as such? Is it necessary?

Mr. SEMPLE. It is necessary that it has some influence, yes. I am concerned that many times the advisory councils—although there are some good ones—have very little to do with what happens in vocational education in the States.

Mr. NIELSON. Should it be appointed by the State board or by the Governor, or where should it come from?

Mr. SEMPLE. I am getting off in an area that I know is flawed with danger.

I think it should be as independent as possible.

Mr. NIELSON. Should it have veto power regarding what the State board says?

Mr. SEMPLE. No, not necessarily. I don't agree with that.

Mr. NIELSON. What influence should it have?

Mr. SEMPLE. I think it should have—this is a very tricky question and I admit I haven't thought it through completely.

There are a number of ways that you can give power to advisory committees without necessarily giving them a straight-out veto.

They could have conceivably—as we did in some aspects of the Job Training Partnership Act—allow for veto in certain aspects where funds are spent. I honestly haven't thought it through.

Mr. NIELSON. I am cosponsor of another bill on vocational and adult which consolidates them. The administration has the 2-in-1 program, as you perhaps know, where the idea that more money would actually go into the programs and less into administration.

However, the main objection to that bill seems to be they would eliminate the advisory councils or would make them subservient to the State boards who would appoint them.

Would you agree with that criticism?

Mr. SEMPLE. I think the advisory councils have got to be independent and I do believe they should have more power than they have.

I also believe that they should involve a greater degree of business involvement.

Mr. NIELSON. OK.

Mr. SEMPLE. How you spell that out specifically is a very difficult question. But I think it is something we should seriously look at. It is one of the points I made in my testimony, that the way the bill is now constructed, I am afraid we are not going to make those kinds of institutional changes.

Mr. NIELSON. We had testimony yesterday—I was not here but I have a copy of testimony from Tracy Huling of the Full Access and Rights to Education Coalition, who claims that this bill would destroy the representation on the advisory council because it does not insist that it be someone representing the handicapped, someone representing the minorities.

Would you subscribe to that view or do you feel that that would compartmentalize the advisory committee too much?

This bill says nothing about the composition of the bill and the group that testified yesterday indicated it ought to specify that we do have these groups represented to make sure they have access to education, access to vocational training, and so forth.

Mr. **Semple**. I would admit that I have been through this before. There is a tremendous tendency to try to reflect the world of every interested party and put them on the advisory boards.

Mr. **Nielson**. I am advised that that testimony is coming tomorrow and my staff member just gave it to me early last——

Mr. **Semple**. I am just giving you my sense of the experience.

I think it is possible to achieve a balance and still not load up an advisory committee with representatives of every conceivable interested party.

Mr. **Nielson**. One last question. You made quite a point that appeals to me as a statistician, about all the permutations that you could have, all the different things that could be involved in this bill.

Mr. **Semple**. Don't ask me to show you how I came to the conclusion.

Mr. **Nielson**. No. I won't check your mathematics. I am just simply saying, how would you change the bill to give it the flexibility that is needed without all the, what you might call all these extra avenues that may lead to——

Mr. **Semple**. I think that the bill could be substantially reduced in terms of language, first of all. Generally, my feeling is that we could reconstruct it in a way that looks to certain missions. One mission, I think, is improving the institutional base of vocational education through improvements in the future work force through a variety of different mechanisms. To me, I think that is a very worthy Federal purpose.

I would, secondly, emphasize the involvement of an effort to include business in upgrading the curricula or to at least address the curricula. And to devote resources into programs designed to assure that that curricula keeps pace with changes in the labor market. To me that is the second focus that you could achieve.

I do think it is important to maintain some of the specific purposes in the bill in terms of the handicapped. But I think that to include all these other kinds of things diffuses the mission of this legislation.

Mr. **Nielson**. Would you be willing to sort of draft something on that that we might be able to consider as having experience on this committee, perhaps simplify it and make it more effective? We would be happy to receive it.

Mr. **Semple**. I would be willing at someone's request to do that, in a voluntary spirit, yes, representing the business community. But I do suggest that I know that there are terribly well qualified drafts people on the committee as it is, and could probably draft something along these lines. But I would certainly be happy to help if help is needed, but I don't think it might be.

Mr. **Nielson**. Thank you. Let me ask Mr. Schubert a question. Mr. Schubert, do you concur with Mr. Semple when he said there are too many avenues spelled out and too much detail in the bill?

Mr. **Schubert**. Yes, sir.

Mr. **Nielson**. Would you also like to submit your suggestions how we can make it more general?

Mr. **Schubert**. Some of which are already incorporated in the written statement but we are prepared to provide elaboration.

Mr. **Nielson**. All right. Now, another question.

One of the main criticisms of the book "Nation At Risk" that I heard in the hearings in Salt Lake City where I participated—and one of the main problems with that particular assessment was that vocational was almost ignored in the book and assumed we would all be going down the same track, all going to be Ph. D.'s in physics or something like that, or art teachers, or whatever. And there was no emphasis at all on vocational. Where it was mentioned, it was almost disparagingly.

What can we do to change the focus on people so we don't have this elitist view of education, so we do recognize there are several alternative honorable tracks? How can we do it?

Mr. Schubert. This sounds terribly simplistic but I think one way to try to do it is to get the employer community directly involved. After all, the employer community know how they rely on the products of the educational system to move into basic industry or semi-high-tech industry, and turn the wheels and make the Nation move. Employer community involved in the process will provide a greater focus on vocational education.

Mr. Nielson. I thank you for excellent testimony.

Chairman Perkins. Mr. Biaggi.

Mr. Biaggi. No questions.

Chairman Perkins. Let me thank the panel. You have been most helpful here today. We appreciate all of you coming here and testifying.

Our next panel, Dr. Rowlett, Eastern Kentucky University, come around. Dr. Betty Powers, chair of the department of home economics, Eastern Kentucky University, and president of Kentucky Home Economics Association; Anthony J. Alvarado, chancellor, New York City Board of Education; Tracy Huling, chairperson, Full Access and Rights to Education Coalition, New York.

We will hear from you first, Dr. Rowlett, vice president for academic affairs and research, Eastern Kentucky University, representing the American Association of State Colleges and Universities. Identify yourself for the record and go ahead.

Mr. Nielson. Mr. Chairman, may I apologize to Ms. Huling in advance. This was handed to me, and I assumed it was yesterday's testimony. I didn't mean to pre-empt your speech. Please don't be inhibited at all in stating it emphatically when you come to your point.

STATEMENT OF JOHN D. ROWLETT, VICE PRESIDENT, ACADEMIC AFFAIRS AND RESEARCH AND DEAN OF THE FACULTIES, EASTERN KENTUCKY UNIVERSITY, ON BEHALF OF THE AMERICAN ASSOCIATION OF STATE COLLEGES AND UNIVERSITIES, AMERICAN COUNCIL ON EDUCATION, NATIONAL ASSOCIATION OF INDEPENDENT COLLEGES AND UNIVERSITIES, NATIONAL ASSOCIATION OF STATE UNIVERSITIES AND LAND GRANT COLLEGES, AND NATIONAL ASSOCIATION FOR EQUAL OPPORTUNITY IN HIGHER EDUCATION

Mr. Rowlett. Mr. Chairman, I am pleased to have the opportunity to testify today on H.R. 4164, the Vocational-Technical Education Act of 1983.

In addition to testifying on behalf of the American Association of State Colleges and Universities, I am also testifying on behalf of the American Council on Education, the National Association of Independent Colleges and Universities, the National Association of State Universities and Land Grant Colleges, and the National Association for Equal Opportunity in Higher Education.

Mr. Chairman, you introduced me as vice president for academic affairs and research at Eastern Kentucky University and that is my title. Although I grew up in Representative Bartlett's State, in contrast to present trends I migrated from Texas. I am in my 33d year as a member of the faculty at Eastern Kentucky University and hold the academic rank of professor of industrial education and technology.

As I have stated before, when we look at vocational technical education, whatever else it may be, it is concerned with preparing people for gainful employment—for work—young people, middle-aged people, older people.

It is typically school based, it is in comprehensive high schools, vocational schools, postsecondary technical institutions of various types, including technical institutes, community colleges, and in 4-year State colleges and universities.

Vocational-technical education is supposed to mirror the existing and emerging opportunities for gainful employment in occupations requiring less-than-baccalaureate level preparation.

Mr. Chairman, you are to be congratulated for including in H.R. 4164 an increase of 30 percent of the postsecondary set-aside.

This floor of support for vocational education programs serving individuals who have completed or who have left high school would be mandated under your bill for basic grants, for comprehensive career guidance and counseling, and industry-education partnership for training in high technology occupations.

We are very pleased that the current 15 percent set-aside is being raised to 30 percent. However, we believe that 40 percent would be more consistent with the new patterns of vocational preparation.

Mr. Chairman, in previous testimony I have pointed out that Eastern Kentucky University, in cooperation with the American Association of State Colleges and Universities and the National Association of State Universities and Land Grant Colleges, has conducted a series of studies over a goodly number of years to identify the extent of the involvement of 4-year colleges and universities in vocational training and education programs.

The findings clearly indicate, and this is shown in the written testimony, that these institutions are heavily involved but the contributions are largely unrecognized.

In 1981, we had over 120,000 students studying in less-than-bacalaureate level programs and 185 4-year colleges and universities; 120,000 students and 185 4-year colleges and universities—double the number of programs, double the number of enrollments from our prior study in 1971.

These programs included a wide range of occupational, health-related, business-related programs. But for all practical purposes, these programs might as well have been liberal arts programs when it comes to the distribution of Federal funding.

In 1963, Mr. Chairman, through your leadership, the Congress approved a drastically revised vocational education act, an act that really squared with the conditions of life and work in the second half of this century. The act provided, for the first time, that associate degree programs in vocational and technical fields that were housed in community colleges and senior colleges would be eligible for funding.

Now, this has been 20 years. This was 20 years ago. This change in language has had little practical consequence in the funding of eligible programs at the 4-year colleges and universities.

It is obvious to me and despite of what the law says, that there are some who either do not believe that 4-year colleges and universities are involved in offering quality, fundable associate degree programs, or perhaps they believe that we ought not to be. And to take the latter position, ignores a very simple fact, and that is that higher education in this country of ours is diverse and there are many missions, different missions, that are assigned by law to the institutions.

This institution that I represent and where I have worked for 33 years enrolls about 13,000 students in baccalaureates and graduate programs—the kinds of traditional programs that one would expect to find in a comprehensive State university. There are about 350 institutions of our type across the country. Most of these institutions are members of the American Association of State Colleges and Universities, and most of these institutions begin as normal schools for the preparation of teachers. They have evolved over the years into larger institutions. Many of these institutions are referred to as schools of opportunity.

We subscribe to the principle of low tuition. And in almost any fall semester, about 70 percent of our undergraduate students receive some kind of financial aid that is necessary for their attendance at the institution.

I emphasize that these institutions offer the kinds of traditional programs that one expects to find at a college or university.

As a case in point I have three youngsters who have completed their undergraduate preparation at Eastern Kentucky University. One is a lawyer who graduated in the class with your son, Mr. Chairman, one is a college teacher, one is almost through medical school, and a fourth is a freshman computer science major this term.

But along with these traditional programs, the fact that many people overlook, particularly at the funding agencies, is that at Eastern Kentucky University we offer 39 associate degree programs in a wide range of technical fields—from nursing to industrial technology, to agriculture, and programs that square with the labor market today.

In any one year we graduate from 350 to 400 students with associate degrees in the technical fields. These students get jobs. What they are learning squares with the labor market. We don't have an unemployment problem amongst our graduates.

Now, if this is the case, why are these eligible associate degree programs at 4-year colleges and universities typically ignored when it comes to the funding process? Why have we been ignored for 20 years?

The answer does not lie in the realm of program quality, nor does it lie in the realm of the relevance of the programs to the labor market, and it certainly does not relate to our success in placing graduates for the positions for which we have trained them.

The answer, I submit to you, Mr. Chairman, and to members of the subcommittee, is simple. It resides in the requirement that a sole State agency be responsible for the allocation of vocational and technical education funds. This mechanism served this country and it served vocational education very, very well throughout much of our history, beginning with the Smith-Hughes Act.

But today, in my judgment, it is an anachronism. It doesn't make any sense at all to me that an agency that has primary concern for the planning and administration of elementary and secondary education programs ought to be given responsibilities to determine how dollars earmarked for postsecondary vocational programs are spent. In higher education, with our boards we do not determine or recommend how dollars for elementary and secondary education are spent.

Under the current arrangement there is great diversity in this country as to the funding of postsecondary programs.

In some States the money goes to postsecondary vocational technical institutes and programs that bypass community colleges and State colleges that offer similar programs.

In other States the money, or large parts of it, move to the community colleges. But there is a commonality. In most States, 4-year colleges and universities, over these 20 years, have been systematically excluded.

While it is laudable that this bill provides for a doubling of the mandatory set-aside for postsecondary vocational programs, in my judgment, this will have no practical impact, none at all, on the allocation of funds to support eligible programs at colleges and universities unless the sole State agency provision is modified.

Mr. Chairman, in the Gospels, according to Mark and Luke, we are admonished not to put new wine in old wineskins. But this is precisely what H.R. 4164 proposes to do with regard to the distribution and allocation and administration of postsecondary dollars.

We believe that most Governors, State legislators, and State higher education agencies would welcome a greater flexibility which would come by giving each State the option—give them the option—to administer postsecondary vocational funds through a different board which is representative of all sectors of the postsecondary education community.

Therefore, we urge that you amend or eliminate the sole State agency clause, and give each State the discretion to administer the Federal vocational funds as it wishes.

My personal and my professional feelings, after being involved in technical programs for some 35 years, is that I believe H.R. 4164 should mandate a separate board for the administration for the funds for postsecondary vocational and technical programs.

Mr. Chairman, we are also concerned about the definition of postsecondary educational institutions as used in this bill. Current law defines this as a nonprofit institution legally authorized to provide postsecondary education within a State for persons 16 years of age or older.

H.R. 4164 limits the term postsecondary educational institutions to public institutions only. We believe this unnecessarily excludes many independent and proprietary institutions which provide excellent vocational training for a great many Americans.

Thus, we urge the definition be broadened to include not only public postsecondary institutions, but independent and proprietary as well.

Mr. Chairman, we continue to believe that this Nation's skilled training needs will be best met by broadening the definition of vocational education to include baccalaureate programs.

Now, if the principal purpose of the Vocational-Technical Education Act of 1983 is to assist in supporting programs which prepare people for work—this is what we are talking about—then it seems to me that the focus should be preparing people for work in high quality programs that lead to gainful employment and that we ought not to be concerned whether it takes 1 year, 2 years, 3 years, or 4 years to do the job.

The present restriction on funding baccalaureate level programs is arbitrary and it is a barrier that should be removed.

When we reflect a moment, it is sobering as we realize that the graduates coming out of our institution this year, and we look at a normal span of work, these young people are going to be working into the third decade of the next century.

I think it is unrealistic as we move with them in their preparation to have this arbitrary limit. I think the options ought to be left open.

Mr. Chairman, those of us who work in education are deeply appreciative of your leadership and supporting education at all levels.

The Vocational-Technical Education Act of 1983, with the modifications we have suggested, has the potential, in our judgment, of becoming a piece of landmark legislation of equal, or of even greater importance, than the 1963 act. For this to happen, however, in our judgment, the proposed set-aside for postsecondary vocational and technical education needs to be approved by at least the 30-percent level, higher if possible; the sole State agency clause ought to be amended, and provisions should be made to keep our option open for funding appropriate baccalaureate level technical programs to prepare personnel for work and for careers and positions that are becoming increasingly complex.

And, finally, the definition of postsecondary educational institution should be revised not to exclude some very fine independent and proprietary institutions.

Mr. Chairman, while I am confident it was an oversight in the preparation of the bill, there are statements on pages 4, 55, 64, and 70 that fail to include 4-year colleges and universities in the orderly listing of types of postsecondary institutions.

For example, beginning with line 6, page 4, and I quote:

> In order to accomplish the purpose stated in subsection (a), this act authorizes assistance to the States to enable them to assist institutions of all types, including comprehensive high schools, general high schools, area vocational schools, community, technical and junior colleges, and others.

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I recommend that the words "4-year State colleges and universities" be inserted immediately after "junior colleges" and in such other listings where this omission has been made.

Mr. Chairman and members of the committee, we appreciate very much the opportunity to share our views with you and I will be happy to respond to questions at the appropriate time.

Chairman **Perkins**. Thank you very much, Dr. Rowlett. We appreciate your coming here and giving us the excellent testimony.

[The prepared statement of John D. Rowlett follows:]

PREPARED STATEMENT OF JOHN D. ROWLETT, VICE PRESIDENT FOR ACADEMIC AFFAIRS AND RESEARCH, AND DEAN OF THE FACULTIES, EASTERN KENTUCKY UNIVERSITY, RICHMOND, KENTUCKY

Mr. Chairman and members of the subcommittee, my name is John D. Rowlett and I serve as Vice President for Academic Affairs and Research and Dean of the Faculties at Eastern Kentucky University. I am in my thirty-third year as a member of the faculty at this institution and hold the academic rank of Professor of Industrial Education and Technology. I am pleased to have this opportunity to testify today on H.R. 4164, the Vocational-Technical Education Act of 1983. I am testifying on behalf of the American Association of State Colleges and Universities, the American Council on Education, the National Association of Independent Colleges and Universities, the National Association of State Universities and Land Grant Colleges, and the National Association for Equal Opportunity in Higher Education.

Vocational-technical education, whatever else it may be, is concerned with preparing people for gainful employment—for work—young people, middle aged people and older people. It is typically school based, it is in comprehensive high schools, in vocational schools, in post-secondary technical institutes, in community colleges, and in four year colleges and universities. Vocational-technical education programs are supposed to mirror existing and emerging opportunities for gainful employment in occupations requiring less-than-baccalaureate level preparation.

Mr. Chairman, you are to be congratulated for including in H.R. 4164 an increase to 30 percent of the postsecondary set-aside. This floor of support for vocational education programs serving individuals who have completed or left high school would be mandated under your bill for Basic State Grants (Part A), Comprehensive Career Guidance and Counseling (Part C), and Industry-Education Partnership for Training in High-Technology Occupations (Part D). As you know, when vocational education enrollment is broken down by provider institution, 35 percent of the national vocational-education enrollment (6.8 million students) attend postsecondary institutions (public, independent and proprietary). We are very pleased that the current 15 percent set-aside is raised to 30 percent in H.R. 4164 but believe that 40 percent would be more consistent with the new patterns of vocational participation.

In previous testimony I have pointed out that over the years Eastern Kentucky University, in cooperation with the American Association of State Colleges and the National Association of State Universities and Land Grant Colleges, has conducted a series of studies in an effort to identify the extent of the involvement of four year colleges and universities in the offering of associate degree vocational and technical programs. The findings clearly show that four year colleges and universities make a major but largely unrecognized contribution in providing less-than-baccalaureate level vocational and technical programs. In 1981, over 120,000 students were enrolled in the 2,179 less-than-baccalaureate level vocational and technical programs offered by 185 four year land-grant and AASCU institutions. This is essentially double the number of programs and double the number of students when compared with the findings of a similar study conducted in 1971. The programs included a wide range of occupational, health-related, business-related and other vocational and technical fields. For all practical purposes these programs might as well be liberal arts programs when it comes to the distribution of vocational dollars to share in program costs. In 1963, through your leadership, Mr. Chairman, the Congress approved a drastically revised Vocational Education Act that squared with the realities of the second half of this century. The Act provided, for the first time, that associate degree programs in vocational and technical fields offered in community and senior colleges would be eligible for receiving vocational funding. This was twenty years ago. This change in language has had little practical consequence in the funding of eligible programs at four year colleges and universities.

It is obvious to me that there are those who question and have reservations about the involvement of four year colleges and universities in programs that are clearly eligible for vocational funding. Such a position ignores the diversity of higher education as it has developed in this country and the missions assigned to or developed by these institutions.

The institution where I have worked for thirty-three years is a regional state university that enrolls approximately 13,000 students in associate, baccalaureate, and graduate programs. There are over 350 institutions in this nation that are similar to Eastern—most are members of the American Association of State Colleges and Universities and most began as normal schools for the preparation of teachers and over the years have evolved into multi-purpose regional state colleges and universities. These institutions are often referred to as "Schools of Opportunity" with many having open-admissions policies and subscribing to the principle of low tuition.

Eastern Kentucky University offers a broad range of baccalaureate and graduate programs in the traditional liberal arts fields, in business, and in teacher education. These are high quality programs that attract many able students to our campus. Moreover, we offer a number of excellent baccalaureate programs, equally attractive to students, in technical fields and in allied health and nursing. In addition to the baccalaureate and graduate programs, Eastern also offers thirty-nine associate degree programs, each fully eligible for funding under the Vocational Education Act. Annually, we graduate 350–400 students with associate degrees. The graduates of these programs find jobs, and they continue to find jobs today—they have the skills and knowledge, learned in a university setting, that are needed in the labor market.

Why have eligible associate degree programs at state colleges and universities received only token support, and in many instances, none at all? Why have we been ignored for these twenty years? The answer does not lie in the realm of program quality, nor in the relevance of the programs to the current and projected needs of the labor market, nor in the placement of our graduates after they have completed their studies. The answer, I submit to you Mr. Chairman, is simple. It resides in the requirement that a "sole state agency" be responsible for the allocation of vocational-technical education funds. This mechanism served well throughout much of our history of vocational education but today, in my judgment, it is an anachronism. It does not make any sense at all, least to me, that a state agency with principal responsibilities for elementary and secondary education should also have the responsibility to determine how dollars earmarked for post-secondary programs are to be spent. Under the current arrangement some states have given all or most of the funds for the operation of vocational education programs to post-secondary area schools after bypassing community colleges and some four year colleges and universities already offering the same programs. In other states, community colleges have been included, but four year colleges and universities have been systematically excluded in most states.

While it is laudable that H.R. 4164 provides for a doubling of the mandatory set-aside for post-secondary vocational and technical programs, this alone, in my judgment, will have no practical impact on the allocation of funds to support eligible programs at colleges and universities unless the "sole state agency" provision is modified. Mr. Chairman, the Gospels according to Mark and Luke admonish us not to put new wine in old wineskins. But this is precisely what H.R. 4164 proposes to do.

We believe that most governors, state legislators and state higher education agencies would welcome the greater flexibility which would come with giving each state the option to administer post-secondary VEA funds through a different board which is representative of all sectors of post-secondary education. Therefore, we urge you to amend or eliminate the sole state agency clause, and give each state the discretion to administer federal VEA funds as it wishes. My personal feelings are even stronger. I believe that H.R. 4164 should mandate a separate board for the administration of the funds for post-secondary vocational and technical programs.

Mr. Chairman, we are also concerned about the definition of "post-secondary educational institution" used in H.R. 4164. Current law defines this as a "non-profit institution legally authorized to provide post-secondary education within a state for persons sixteen years of age or older. . ." H.R. 4164 limits the term "post-secondary educational institution" to public institutions only. We believe this unnecessarily excludes many independent and proprietary institutions which provide excellent vocational training to many Americans. Thus, we urge that the definition be broadened to include not only public post-secondary institutions, but independent and proprietary as well.

Mr. Chairman, we continue to believe that this nation's skilled training needs will be best met by broadening the definition of vocational education to include baccalaureate programs. If the principal purpose of the Vocational-Technical Education Act of 1983 is to assist in supporting programs which prepare people for work, the focus should be on preparing people in high quality programs for gainful employment; not whether it takes one, two, or four years to accomplish this end. The present restriction on funding baccalaureate level programs is arbitrary and it is a barrier that should be removed.

Mr. Chairman, those of us who work in education are deeply appreciative of your leadership and support of education at all levels. The Vocational-Technical Education Act of 1983, with the modifications we have recommended, has the potential to become a piece of landmark legislation of equal or even greater significance than the Vocational Education Act of 1963. For this to happen, however, the proposed set-aside for post-secondary programs must be approved at the proposed 30 percent level or even higher, the "sole state agency" clause must be amended or eliminated, provisions must be made for the funding of appropriate baccalaureate level technical programs to prepare personnel for positions that are becoming increasingly complex, and finally, the definition of "post-secondary educational institution" should be revised not to exclude independent and proprietary institutions.

I appreciate very much the opportunity to share these views with you and with members of the subcommittee. I will be happy to respond to any questions.

Chairman **Perkins**. Dr. Betty Powers, we will hear from you now.

STATEMENT OF BETTY C. POWERS, PRESIDENT, KENTUCKY HOME ECONOMICS ASSOCIATION, AND CHAIR, DEPARTMENT OF HOME ECONOMICS, EASTERN KENTUCKY UNIVERSITY

Mrs. **Powers**. Mr. Chairman, and members of the subcommittee: I am Betty Powers. I am president of the Kentucky Home Economics Association. It is a professional organization representing home economists in teaching, in extension, research, dietetics, nutrition, business, health, and welfare.

The 500-member Kentucky Home Economics Association is an affiliate of the American Home Economics Association, which is an organization of 32,000 members located in every State in the Union and also in the territories.

I am also the chairman of the department of home economics at Eastern Kentucky University, and the gentleman to my left is my boss. So that might help explain a little bit of why I am here.

I also taught consumer and homemaking classes in Congressman Perkins' congressional district for 10 years. Therefore, I present my testimony from three different perspectives: from a classroom teacher for consumer and homemaking education; from a university administrator's level of a department of economics, and also from a leader for a professional organization that is vitally interested in consumer and homemaking education.

I am pleased to have this opportunity to testify for the categorical funding of consumer and homemaking education in H.R. 4164, the Vocational-Technical Education Act of 1983.

Since 1917, vocational home economics has been a vital component of all vocational legislation that Congress has enacted and it has continued to hold this very prestigious position. This fact is indicative of the importance which Members of Congress have always placed on the well-being of individuals and families in our Nation.

The official recognition of homemaking as an occupation is evidenced by the inclusion of the term "homemaking" in the dictionary of occupational titles. However, this is a relatively recent occurrence, and there are some persons who have difficulty accepting consumer and homemaking education as being vocational since the occupation of homemaking does not have a specific hourly wage or dollar value assigned to it.

Furthermore, the value of the services rendered by the millions of homemakers in our Nation is not a part of our gross national product. Therefore, I especially commend Mr. Perkins and his committee for making consumer and homemaking education a category of funding within the act.

Frankly, if this were not so, I fear that consumer and homemaking education might slowly cease to exist. By maintaining the Federal emphasis on consumer and homemaking education, this committee has insured that States will also continue funding these vital programs.

There are no powerful trade or industrial groups; there are no powerful lobbying forces which are speaking for the beneficiaries of consumer and homemaking education. Because we cannot assign a dollar and cents value to the fact that a child has a nutritious breakfast, therefore, it can learn more easily and will be ill less frequently. We always have to justify our existence in every piece of Federal or State legislation.

Because we cannot assign a dollar and cents value to the sense of happiness, security, and well-being felt by a family where the homemaker has had training in managing dollars, human energy, human feelings, and human health, we again must justify our existence. It is indeed in the family where the basic needs of the individual are met.

Home economics is the only subject area within the educational setting which has the individual and the family and the interactions between the family and the greater environment, including the work force, in which the family operates as its central focus.

The family is truly the heart of consumer and homemaking education. Research continues to note that the connection between work and family is vital to the well-being of individuals and of the Nation as a whole. The workers' quality of life greatly influences his or her job satisfaction and productivity. Skills and competencies taught in consumer and homemaking education are critical to this quality of life.

Consumer and homemaking education, as does all home economics, works in a preventive educational mode rather than a corrective remedial mode to aid families in managing resources, in making decisions, in living in a society which is constantly changing.

We seek to prevent the fires rather than put out the fires which may threaten individuals and families in our Nation.

The committee is also to be commended for its insight into the unique ways in which consumer and homemaking education can help families and individuals cope with change through developing programs.

I urge the members of this subcommittee to strongly support funding at the level currently proposed in this bill.

Congressman Perkins' staff gave me permission to deviate from the usual procedure of citing national data in order to include some actual examples where Federal funds supporting programs have made a difference in lives of individuals and families.

The national data are available to you from Ms. Bertha King who is the senior education program officer for consumer and homemaking education in the Department of Education.

So the following examples, even though they are taken from Kentucky, could very well come from any of your States. I am sure that any of your States could make similar claims.

One of the suggested uses for Federal dollars is for program development and improvement of instruction relating to managing individual and family resources. A student from Pickle Fork in Johnson County, Ky., was an active member of the Future Homemakers of America and was enrolled in her third year of home economics classes in high school. The student lived with her mother, an aunt, a younger sister, and a young cousin. The father was not a member of this family group. The only income which this family had was the meager wages earned by the aunt as a housekeeper for a family in town.

The student's home economics teacher made a home visit to note progress made on a project which the student was doing as an extended learning. While talking with the mother, the teacher just remarked, "Mrs. Doe, do you realize that Jane is college material?"

I know she's smart," replied the mother, "but I can't pay for college." The teacher replied, "Perhaps there's a way." With the teacher's help, this home economics student found employment in a local drive-in restaurant. She worked there between her junior and senior year and then during her senior year in high school and after she graduated from high school.

The net result of that home visit by that teacher was the family moved to Berea, Ky., when the daughter was accepted there for college. And the mother found employment. Both of the daughters are now college graduates. One of them is a regional buyer/manager for the food division of a large motel chain; the other became a reporter for a large daily paper in another State.

It was Federal dollars that helped pay this teacher's expenses for travel to supervise student projects.

It was Federal dollars which helped to break a vicious poverty cycle and a total family became taxpaying citizens through an educational program which emphasized management of resources and decisionmaking.

Another area for Federal spending is improving responses to individual and family crisis. And heaven knows that we really need this in today's day.

A consumer and homemaking class in Floyd County studied a unit on drug and alcohol abuse. As an extended learning, four students asked their teacher if they could attend an Alcoholics Anonymous group meeting for teenagers and report their findings to the class. These students shared with the class the warning signs of alcoholism and the resources available to both the alcoholic and family members of the alcoholic.

An additional area emphasized in this bill is parenthood education. A Kentucky school recognized parenthood education as an immediate need since 7 percent of the home economics students and 14 percent of the senior class were parents. So parenthood education classes were planned to meet this need through focusing on medical needs, discipline of children, proper nutrition during pregnancy and infancy, and support systems available to assist teenage parents.

Underserved populations were reached through adult drop-in centers, through programs at the Danville School for the Deaf, through the Cardinal Hill Crippled Children's Hospital, and others that are too numerous to cite.

Last year, a chapter of Future Homemakers of America was installed at the Danville School for the Deaf.

I just wish each of you could have been there when these totally deaf members signed a devotional before the 400 people who were there for a regional training workshop in leadership.

It was very inspiring.

I realize that these are only a few examples chosen by me to emphasize that Federal legislation, including populations to be served, and containing suggestions for use of Federal funds, gives added direction to persons planning, directing, and teaching consumer and homemaker education programs.

Funding for all vocational education programs is a combination of Federal, State, and local dollars. With the Federal dollar being approximately a 1 to 10 or a 1 to 12 ratio with State and local funds. Thus, Federal moneys could quite aptly be termed "seed money" which actually helps to generate other funds which, in turn, are used to serve the populations identified by the Federal legislation.

During the past few years, the appropriations has been at a decreased level bringing about some necessary reduction of programs. In Kentucky, and the Nation as a whole, the individuals and families being served by consumer and homemaking education will continue to receive curtailed services until equity in funding distribution has been achieved. For these reasons, I urge you to authorize the budget ceiling at the level designated in the House bill.

In summary, consumer and homemaking education continues to serve a vital function in the education of citizens throughout the Nation for parenting, consumer skills, coping with stress, relationships with others, management of resources, nutrition throughout the life cycle, and decisionmaking.

We are very proud of our contributions to the well-being of individuals and families as well as the Nation.

Mr. Perkins, I commend you and the members of this committee for including consumer and homemaking education as a category for funding within H.R. 4164 and respectfully request that the funding levels be authorized as written in your bill.

Mr. Chairman, your record of support for consumer and homemaking education has been unflagging and constant. I personally thank you and your committee for drafting the bill as written, and for your continuing commitment to consumer and homemaking educational programs affecting families throughout our Nation.

I appreciate the opportunity afforded me today to express my views regarding consumer and homemaking education to you and to the members of the subcommittee.

Chairman PERKINS. Thank you very much, Dr. Powers. We appreciate your testimony today.

[The prepared statement of Betty C. Powers follows:]

PREPARED STATEMENT OF BETTY C. POWERS, PRESIDENT, KENTUCKY HOME ECONOMICS ASSOCIATION, AND CHAIRMAN, DEPARTMENT OF HOME ECONOMICS, EASTERN KENTUCKY UNIVERSITY, RICHMOND, KY.

Mr. Chairman and members of the subcommittee; I am Betty Powers, President of the Kentucky Home Economics Association, a professional organization representing home economists in teaching, extension, research, dietetics and nutrition, business, health and welfare. The 500 member Kentucky Home Economics Association is an affiliate of the American Home Economics Association, a national organization of 32,000 members who are professional home economists in every state in the nation as well as the territories. I am also the chairman of the Department of Home Economics at Eastern Kentucky University, a regional state supported institution with 1500-1800 students per semester taking classes in my department. I also taught consumer and homemaking classes in Congressman Perkin's congressional district for ten years. Therefore, I present my testimony from three different perspectives.

I am pleased to have this opportunity to testify for the categorial funding of consumer and homemaking education in Part B, Sections 211, 212, and 213 of Title II of H.R. 4164—Vocational Technical Education Act of 1983. Since 1917, vocational home economics, including what is currently identified as consumer and homemaking education, has been an integral component of all vocational education legislation enacted by Congress. This fact is indicative of the importance which members of Congress have always placed on the well-being of individuals and families in our nation.

The official recognition of homemaking as an occupation is evidenced by the inclusion of "homemaking" in the Dictionary of Occupational Titles. However, this is a recent occurrence, and there are some administrators of vocational programs in some states who have difficulty accepting consumer and homemaking education as being "vocational" since the occupation of homemaking does not have a specific wage or dollar value assigned to it. Furthermore, the value of the services rendered by the millions of homemakers in our nation is not a part of our Gross National Product. Therefore, I especially commend Mr. Perkins and his committee for making consumer and homemaking education a category of funding within the act. Frankly, if this were not so, I fear that consumer and homemaking education might slowly cease to exist. By maintaining the federal emphasis on consumer and homemaking education, this committee has insured that states will also continue funding these vital programs.

There are no powerful trade or industrial groups, no powerful lobbying forces which are speaking for the beneficiaries (individuals and families) of consumer and homemaking education in Washington, D.C. or in the state houses across the nation. Because we cannot assign a dollar and cents value to the fact that a child has a nutritious meal every morning and, therefore, learns more readily and is ill less frequently, we must justify our existence every time new federal or state legislation is considered. Because we cannot assign a dollar and cents figure to the sense of happiness, security, and well-being felt by a family where the homemaker has had training in managing dollars, human energy, human feelings, and human health, we again must justify our existence. It is indeed in the family where the basic needs of the individual are met. The methods of meeting and the extent to which these needs are met profoundly affect the interaction of the individual with the greater environment of which he or she is a part.

Home Economics is the only subject area within the educational setting which has the individual and the family and the interactions between the family and the greater environment in which the family operates as its central focus. The family is truly the heart of consumer and homemaking education! Research continues to note that the connection between work and family is vital to the well-being of individuals and of the nation as a whole. The workers "quality of life" greatly influences his or her job satisfaction and productivity. Skills and competencies taught in consumer and homemaking education are critical to this quality of life.

The families in our nation are being buffeted by social and economic forces over which they have little or no control. Unemployment has created great stress on families when bread winners wages are greatly curtailed or become non-existent. The typical family of two parents, two children, full time homemaker and working father is actually a minority now. Approximately 13 percent of the nation's families fit this category. The number of one parent families doubled between 1970-1981 with 20 percent of the nation's children now living in a one-parent family. Nearly half of all married women with children under 6 are in the labor force. (U.S. Census Bureau)

Women continue to move into the work force in ever increasing numbers. By 1990, this number should reach approximately 52 million. Contrary to popular opinion, the majority of these women are working out of economic necessity rather than strictly personal desire. Even though women have moved into the work force, they continue to be the principal workers in the home. Thus, they now have assumed multiple roles—homemaker, parent, and wage-earner. Research indicates that, no matter whether the homemaker is a full-time homemaker or is employed outside the home, the other members of the family spend less than one hour per week doing household work. (Walker and Woods) These are forces over which the family has little or no control. Consumer and homemaking education, as does all home economics, works in a preventive educational mode rather than a corrective, remedial mode to aid families in managing these problems. We seek to prevent the fires rather than put out the fires which may threaten individuals and families in our nation.

The committee is also to be commended for its insight into the unique ways in which consumer and homemaking education can help families and individuals cope with change through developing programs as noted in Sec. 212 of the Vocational Technical Education Act of 1983. I urge the members of the subcommittee to strongly support funding at the level currently proposed in the bill. This is an absolute minimum base if consumer and homemaking education continues to adequately serve the populations designated in this bill.

Congressman Perkins' office gave me permission to deviate from the usual procedure of citing national data and statistics in order to include actual examples or instances where federal funds supporting programs have made a difference in lives of individuals and families. These national data are available through Ms. Bertha King, Senior Education Program Officer for Consumer and Homemaking Education in the Office of Vocational and Adult Education, Department of Education. The following examples are taken from annual reports in my own state of Kentucky and are cited with the realization that every state in the union could cite similar examples.

One of the suggested uses for federal dollars is for program development and improvement of instruction relating to managing individual and family resources. A student from Pickle Fork in Johnson County, Kentucky, was an active member of the Future Homemakers of America and was enrolled in her third year of home economics classes. The student lived with her mother, an aunt, a younger sister and a young cousin. The father was not a member of the family group. The only income which this family had was the meager wages earned by the aunt as a housekeeper for a family in town. The student walked one mile each day to catch the bus and had a perfect attendance record. Her home economics teacher made a home visit to note progress on a project which the student was doing as an extended learning. While talking with the mother the teacher asked, "Mrs. Doe, do you realize Jane is college material?" "I know she's smart," replied the mother, "but I can't pay for her college!" "Perhaps, there's a way," replied the teacher. The student found employment in a local drive-in restaurant and worked every week-end and during the summers of her junior and senior years. Her home economics teacher helped the student make out a budget and plan the use of her money. The net result of that home visit by the teacher was that the family moved to Berea, Kentucky, where the mother found employment. Both of the daughters are college graduates. One of them is a regional buyer/manager for the Food Division of a large motel chain; the other became a reporter for a large daily paper in another state. Federal dollars helped pay this teacher's expenses for travel to supervise student projects. Federal dollars helped to break the vicious poverty cycle and a total family became taxpaying citizens, through an educational program which emphasized managing of resources and decision making.

A second use for federal monies is for improving nutrition. On Saturday, October 25th, approximately 40 students from 16 counties in the eastern part of Kentucky met at Eastern Kentucky University to receive training in body fitness, one of the major projects of the Future Homemakers of America organization. Nutrition, exercise, healthful snacks, and weight control were all a part of the day's educational experiences. Each student will return to his or her respective school and will serve as a leader in that school for a fitness project.

A home economics class at Prestonsburg, Kentucky, interviewed older citizens on their daily diet thus becoming aware of nutritional needs throughout the life cycle and also gaining understanding of the difficulties older people have in preparing food due to physical impairments or lack of adequate money to buy the needed food items.

The school cafeteria staff asked home economics students in a western Kentucky school for suggestions in planning menus for school lunches. The students determined the nutritive content in each of the menus which they planned. This served a two-fold purpose. Not only did the students gain valuable knowledge regarding nutrition, but also the cafeteria staff gained insight into what teen-agers liked to eat.

A third area for federal spending is improving responses to individual and family crisis. A consumer and homemaking class in Floyd County studied a unit on drug and alcohol abuse. As an extended learing, four students asked their teacher if they could attend an Alcoholics Anonymous group meeting for teenagers and report their findings to the class. The students shared with the class the warning signs of alcoholism and the resources available to both the alcoholic and family members of the alcoholic.

Another school in Kentucky determined, via a school-wide survey, that approximately fifty percent of the secondary students had experimented with or were regular users of drugs. Consequently, the consumer and homemaking classes decided to emphasize educational programs on drug and alcohol use. A panel consisting of a pharmacist, a recovered alcoholic and a representative from Alcoholics Anonymous talked with the students. The pharmacist discussed the responsible use of prescriptions and over the counter drugs. The recovered alcoholic presented his life before and after his alcohol abuse. The representative from AA discussed services available through that organization and related organizations such as Al-anon and Al-teen.

Another area emphasized in this bill is Parenthood Education. A Kentucky recognized parenthood education as an immediate need since seven percent of the Home Economics students and fourteen percent of the senior class were parents. Parenthood education classes were planned to meet this need through focusing on medical needs, discipline of children, proper nutrition during pregnancy and infancy, and support systems available to assist teen-age parents.

Conservation of limited resources was addressed by the consumer and homemaking classes at Edmondson County High School. Class members kept a record of the amount of electricity used in their homes for a week. Then they calculated the cost per day. By checking the number of kilowatts used each day, students could determine which appliances were the most expensive to operate. Then each student was asked to determine ways electrical energy could be conserved in his or her home.

Underserved populations were reached through adult drop-in centers, through programs at the Danville School for the Deaf, through the Cardinal Hill Hospital and others too numerous to cite. Last year, a chapter of Future Homemakers of America was installed at the Danville School for the Deaf. I wish each of you could have seen members of that chapter as they "signed" a devotional for a regional meeting of FHA officers. It was indeed an inspiring moment.

A handicapped student in the eastern part of the state was enrolled in a consumer and homemaking class. In a class, she learned to alter patterns to fit her body size and in a housing class, she learned how to adapt equipment and facilities to her own needs. She is now a productive citizen of the commonwealth who is living independently and successfully.

I realize these are only a few examples chosen by me to emphasize that federal legislation, including populations to be served and containing suggestions for use of federal funds, gives added direction to persons planning, directing, and teaching consumer and homemaking education programs.

Need for additional funding: Funding for all vocational education programs is a combination of federal, state, and local dollars with the federal dollar being approximately a one to ten or one to twelve ratio with state and local funds. Thus, federal monies could quite aptly be termed "seed money" which actually helps to generate other funds which, in turn, are used to serve the populations identified by the federal legislation.

In the state of Kentucky, the federal grant for Consumer and Homemaking Education for fiscal year 1984 is $588,193. This level of funding means that programs and services must be cut. Since state money is used primarly at the secondary level and does not support the adult and postsecondary or specialized programs, the federal grant is used to reach these groups as well as provide money for program planning and development, teacher education programs, upgrading of resources, and innovative and exemplary programs. In our state for fiscal year 1984, this means that programs for adults will be drastically reduced. 15,769 adults will no longer be reached through the large adult programs in second-class cities such as Louisville, Ashland, Lexington. This eliminates the funding for our very successful Adult Homemaking Drop-In Centers, as well as the other adult programs being offered to citizens of the commonwealth.

Federal funds have also been used to purchase supplemental curricula materials for local school districts. Since federal funds are no longer available and we have no state funds to replace them, local school districts are no longer able to purchase these supplementary materials. This has affected our effort to implement the competency based instruction in the consumer and homemaking education classes in the state. We can no longer furnish each school with the necessary number of copies of the individual modules for the students.

During the past few years, the appropriation has been at a decreased level bringing about reduction of programs. In Kentucky, and the nation, as a whole, the individuals and families being served by consumer and homemaking education will continue to receive curtailed services until equity in funding distribution has been achieved. For these reasons, I urge you to authorize the budget ceiling at the level designated in the House bill.

SUMMARY

Consumer and homemaking education continues to serve a vital function in the education of citizens throughout the nation for parenting, consumer skills, coping with stress, relationships with others, management of resources, nutrition throughout the life cycle and decision-making. We are proud of our contributions to the well-being of individuals and families, as well as the nation. I commend Mr. Perkins and the members of this committee for including Consumer and Homemaking Education as a category for funding within H.R. 4164 and respectfully request that the funding levels be authorized as written in this bill.

Mr. Chairman, your record of support for consumer and homemaking education has been unflagging and constant. I personally thank you and your committee for drafting the bill as written and for your continuing commitment to consumer and homemaking educational programs affecting families throughout the nation. I appreciate the opportunity afforded me today to express my views regarding Consumer and Homemaking Education to you and the members of the Subcommittee.

Chairman **Perkins**. Our next witness will be the chancellor of the New York City Board of Education, Dr. Alvarado. Go ahead.

STATEMENT OF ANTHONY J. ALVARADO, CHANCELLOR, NEW YORK CITY BOARD OF EDUCATION

Mr. **Alvarado**. Chairman Perkins and members of the subcommittee, good morning.

My name is Anthony J. Alvarado, and I am chancellor of the New York City Board of Education. I want to thank you for the opportunity to discuss reauthorization of vocational education, as put forth in the Vocational-Technical Education Act of 1983 .

We are all aware of the national reports that take education to task and of the responses made to these reports. In New York City, we are preparing an agenda for achievement that will keep us at the cutting edge, and vocational education is at the center of our efforts.

I am particularly heartened that the priorities of this agenda are in such harmony with those of the act itself. Both stress quality of instruction and equity of opportunity.

My remarks today will highlight the effort in New York City, present our view of the Vocational-Technical Education Act, and place our response in the context of this twin commitment to excellence and equity.

One of my first actions as chancellor was to instruct my staff to give the highest priority to our review of occupational and vocational education in New York City. I made the reorganization and redirection of our programs my first concern for the improvement of high school instruction.

A vocational educator was named as an assistant to the chancellor for the first time in recent memory. We expanded our apprenticeship program, adding the Carpenters Union for the first time and intend further expansion next year.

My staff and I are actively involved in the formal discussion of issues dealing with employment, work experience, economic development and job training at the city and State levels. Again, to an extent, unprecedented in New York City public school education.

I have ordered that our high school division make occupational and vocational education a topic of concern and action in every stage of school improvement.

Why would I, an educator who is not known for past involvement in vocational education, make such a substantial commitment to this field? Simply because I believe that everything we do in education should help to prepare our children for work.

If this is so, then all work and all preparation for work must be valued equally and, most of all, with the highest respect.

Vocational education and so-called academic education are not separate domains, separate empires; they are part and parcel of the whole. I want each of our 275,000 high school students to hold a part-time job at some time during their school careers, and I want each of our more than 125,000 vocational students to participate in the most demanding school curriculum we can create.

In New York City, we spend more than $200 million on vocational education per year. Only 7 percent, or about $15 million, of this is provided by VEA funding.

Our local funding provides services in agriculture, marketing, health, home economics, business and office training, and technical and industrial arts clusters for secondary students. We serve nearly 100,000 adults in a wide range of programs.

Many of our programs are among the finest vocational education programs in the Nation. The New York City Training Opportunity Program (TOP), a locally funded project, has been selected by the U.S. Department of Education for national honors as one of the model educational programs of the year.

Sponsored by Carol Bellamy, president of the New York City Council, and supported with funds by the council, TOP provides a training and work experience for approximately 2,000 high school students.

As an extension of training, students are placed in medium-size and small New York City firms on a part-time basis. They receive the minimum wage and are exposed to state-of-the-art equipment in such high-tech fields as data processing, graphics, and the business office of the future.

The TOP experience cannot be duplicated in the classroom. Beyond the exposure to advance technology and the technical skills that students acquire at the worksite, students are developing a sense of the personal demands and rewards of being in the work force.

Employers are enthusiastic about the performance of TOP trainees and many have made offers of permanent full-time placement to graduating students.

TOP reaffirms the value of education/industry partnerships and of the extensive educational benefits of a work experience. We need to expand these partnerships and make work experience opportunities available to all high school students. We are planning to replicate the TOP design for other students in the city and will hold it up as a model for other cities.

This model also helps us to solve the technical problem of providing experience with state-of-the-art equipment, a problem that often keeps school-based work training programs from realizing their potential.

At the adult level, we are very proud of our program to upgrade hospital employees to licensed practical nurse status. This program, following an initiative by Congressman Biaggi, provides 100 hospital employees, previously working at entry-level jobs, with training to qualify them as licensed practical nurses.

The program is in its second year of operation, supported by VEA funds and conducted in collaboration with District 1199 of the Hospital Workers Union and the New York City Health and Hospitals Corp. Better than 85 percent of those enrolled completed training and will be taking the State licensing exam.

More than 46 percent of our high school students are enrolled in vocational programs, a total population that is larger than the combined total school populations of Rochester, Yonkers, Buffalo, and Syracuse.

The larger cities, and New York City in particular, bear a disproportionate share of the Nation's crisis needs. Our special needs populations—disaffected youth, underachievers, youth with severe language barriers, handicapped youth and substance abusers—far outnumber those in smaller towns, and rural areas, and place greater stress on the schools' ability to serve them.

We in the New York City public schools see several major strengths in the new act and some areas which need additional attention. First let me say that the emphasis on improving the quality of vocational education—the central theme of the new act—is completely praiseworthy. Permission to use 100 percent of funding for program improvement, instead of only 20 percent, gives our local districts greater latitude and is highly desirable.

Permission to use vocational education funds for math, science, and communication programs related to vocational education is also commendable, particularly since this provision will assist us in assuring equity.

And, I applaud the act for its recognition of the many and complex needs of our special populations. We cannot ignore the burning questions of equity. We find the attention paid to these issues in the new act to be heartening and challenging, but I will have more to say on the question of equity in the recommendations portion of my testimony, there are many concerns that are not resolved in this legislation.

The deteriorating infrastructure of the city, so widely publicized and so difficult to overcome, has spread to our vocational education facilities. School plants and training facilities in New York City have deteriorated dramatically in the last few years, and the city's recurring fiscal crises have prevented us from undertaking long-overdue renovation and modernization of shops. Vocational training facilities with state-of-the-art technologies must be available if our graduates are to serve the city and themselves to their fullest capacity.

Again, I support the legislation's components that will lead to modernization and improvement of our technical education programs.

I am especially supportive of the emphasis on private sector involvement in education. The business community shares responsibility for the economic vitality of our city and Nation, and their involvement in vocational education will allow us to develop workplace experiences for more of our students.

I feel that ongoing exchanges between the business community and the schools is the strongest way to guarantee that our programs remain up-to-date and that we are providing the education and training needed by industry and business.

We all know the difficulties of the transition from school to work. The expanded cooperation of business and industry will allow our students and teachers to share experiences with those employed full-time in private sector jobs. These shared experiences can become the basis for an effective transition to work program.

Why would a city with a vocational education budget of $200 million be so concerned about less than 7 percent of its funding? Because so much can be accomplished with this money. Federal funding, cut so drastically by this administration, has always been a small but extremely critical portion of the education dollars by local education agencies.

Federal funds have supported most of the major innovative and imaginative programs in education since the mid-sixties. This has been especially true for vocational education.

To keep the system moving ahead, to help us provide the leadership society so badly needs, to help our schools respond quickly to the changing needs of business and industry, we must have the funds to experiment with new programs, to try out exciting new ideas to stimulate new thinking on the part of our teachers and administrators.

Without the funds provided by the Vocational Technical Education Act of 1983, we would be unable to do more than maintain our current programs. Such a maintenance strategy would hasten our Nation's plunge toward mediocrity.

We cannot afford to wait any longer to bring our vocational and occupational programs up-to-date. Our Nation faces a crisis of epic proportions in the marketplace of nations. Our workers will not have the fundamental skills to service, let alone compete without a massive infusion of new ideas, new strategies, new programs for our youth and for our unemployed and underemployed adults.

Our ability to provide new and vital services to these populations has import not just for our Nation today, but for all the future generations to come. To survive at all, we will have to find a new bedrock of economic vitality, and that can only be found in the best force of workers in the world.

If our schools are not producing such a solid corps, then we can only blame ourselves, and we can find the solution only within ourselves. From our own spiritual and material coffers must come the will and means to overcome, to recreate, and to rush proudly ahead.

Let me return to the issue of equity—a major focus of the act. I have made the point again and again in my public responses to the national reports on education. Quality without equity is an empty concept. Rigor without equal opportunity is a tragedy of expectations.

Those who framed this legislation have recognized the seriousness of their charge, but let me drive home the point for all in Congress to hear, to study and to make a reality. We will not have equity for anyone—not for the different sexes, not for those of different racial or ethnic origin, not for those of different religious and political persuasion—unless we admit that we must provide every possible support for those who do not now enjoy equal access. And the allocations being discussed for this act do not cover these needs.

Opportunity is not just availability. Opportunity is a complex of freedom and openness, of material and economic resources, of spiritual and mental support that requires organization, strategies, and a delivery that does not distort, hamper, or divert.

It is not enough for us to say that we guarantee equity. We must support it fully. It costs a great deal. But what a travesty it would be to announce the high ideals embodied in the Vocational Technical Education Act of 1983 only to watch them shrivel for lack of support.

We are initiating what will be the largest work and external learning program in the history of public education, at a cost of over $100 million. Every child in the New York City public schools will learn by direct experience what work is all about and will gain skills and attitudes necessary to become a fully competent and successful employee.

The success of this effort, as we have learned from smaller work experience programs, demands the cooperation and active involvement of so many different components of a city's superstructure, so much of society, so many of our educators, that it boggles the mind.

Yet, I submit to you that without such massive effort, without such superhuman dedication to the task, we will not rediscover the work ethic of our past. And we all know that no nation can enjoy primacy if it does not cherish our high standards of work. We are a nation built by workers, we can be revitalized by workers. We need to support education and vocational training to succeed.

At the same time that we are beginning a massive work experience program, we are initiating a parallel program in mentoring and high school redesign in New York City. We do not see these efforts as disconnected and separate. Much of what we mean by mentoring will be work-related and will involve the employees of the major corporations and industries in the city in one-on-one relationships with school children.

The mentoring program is part of the support system that we see as necessary to provide our children with equal access to the opportunities of society. Research has clearly demonstrated the role of mentoring in the achievement of success by minority youth.

We extend that notion to all our children and will make it a key element in the guidance and support system we implement.

I urge Congress to consider the implications of this initiative for all of vocational education and suggest that specific funds be identified to provide the support services necessary to guarantee the equity required by the new act.

Finally, I have noted that the provision that low-income youth be included in the formula has been dropped from this year's bill. Without a reinstitution of that provision, our cities will not be treated equitably. Congress and the States must recognize the larger populations of needy in our urban areas.

I urge you to restore this very necessary element.

Let me close by stressing again that excellence and equity are two sides of the same coin, and that preparation for work lies at the very core of the educational mission.

In New York City, we have launched an effort of unprecedented scope and scale to make sure that every student who attends our schools will be prepared for a productive, satisfying work life.

We are mobilizing every sector of our city to share with us this massive responsibility. But we cannot—we cannot do it on a local basis alone. Federal support for these purposes is so vital that passage of the Vocational Technical Education Act of 1983 takes on immense importance. I assure you that you have our support and encouragement.

Chairman **Perkins**. Thank you very much for excellent testimony.

Now we will hear from Ms. Tracy Huling, chairperson, Full Access and Rights to Education Coalition, New York. Go ahead.

STATEMENT OF TRACY HULING, CHAIRPERSON, FULL ACCESS AND RIGHTS TO EDUCATION COALITION, NEW YORK

Ms. **Huling**. Thank you, Mr. Chairman.

I also want to say that as my first time testifying before a congressional committee, I was pleased to be picked out. I also hope that you will give me a chance to respond to the same question that you asked the previous person, Mr. Nielson.

My name is Tracy Huling. I am the chairperson of the Full Access and Rights to Education Coalition, which is a New York City base coalition of 30 organizations and individuals concerned with equity in education and employment for young women.

I am here today to express the FARE Coalition's reservations about H.R. 4164 as it affects women and the ability of groups like FARE and the general public to monitor and comment on the development of vocational education programs on the local and State levels.

Over the past 3 years, the coalition has monitored the implementation of the sex equity mandates of the Vocational Education Act Amendments of 1976 in New York City, which runs the largest secondary vocational education system in this country.

In addition, this year we will monitor sex equity in vocational education in four other New York cities: Rochester, Buffalo, Syracuse, and Yonkers.

Finally, we have just begun to monitor the delivery of employment and training services to young women under the new Jobs Training Partnership Act in New York City.

I am pleased to have the opportunity to comment on H.R. 4164 on behalf of the coalition as we are very familiar with how the current law is implemented on the local and State level in practice. Consequently, we are anxious to see the strengths of that law continued and its weaknesses eliminated in any new Federal legislation.

Regarding the authorization of appropriations, we believe that the adoption of the authorization plan in section 102 would essentially virtually assure that no funds would be available to promote equity for young women.

The authorization level for part E, which is the vocational education programs for youth with special needs, is less than the amount appropriated or otherwise required to be spent for special needs students under the current act.

Part E has been promoted as the major source of funding for programs to facilitate young women's entry into vocational education and training for higher paying jobs. But holding harmless funding for disadvantaged and handicapped programs assures that there will not be one dime in part E for sex equity.

Meanwhile section 102(b) authorizes $60 million for consumer and homemaking education programs.

At a time when over two-thirds of all families living in poverty in our city are headed by single-parent females, the FARE Coalition finds the proposed authorization level for consumer and homemaking inexplicable.

When juxtaposed with the likely appropriations under part E for programs addressing young women's access to the job market and the proposed allocation of only $50,000 per State to overcome sex discrimination in programs, which have historically barred women's entry into higher paying employment, the proposed appropriation for consumer and homemaking education appears vastly out of line with the reality of the current needs and desires of young women nationally and certainly in large urban areas like New York City where 42 percent of our female minority youth are unemployed.

The American Vocational Association points out that programs and services to help young women can also be funded under part A. While this is true, part A funds are also authorized for virtually every conceivable vocational education activity or program.

Furthermore, history demonstrates that in times of fiscal austerity, when program maintenance is a primary concern, States do not use Federal funds for special needs students. This tendency has been clearly at work in New York State.

While the total of Vocational Education Act subparts 2 and 3 allocations in New York increased between fiscal years 1982 and 1984, grants for overcoming sex bias sustained massive cuts, approximately a 71-percent reduction, any funding for sex equity under subpart 2 was negligible.

In fact, the Office of Sex Equity, Support Services to Women, Services to Displaced Homemakers, together accounted for only 1 percent of the total subpart 2 budget in our State for fiscal year 1982.

Finally, the New York State Education Department neither spent in fiscal year 1982 nor allocated for fiscal year 1984 any VEA money for day care.

This omission contradicts the widely publicized need for appropriate, affordable day care for teenage parents who wish to complete their education.

In addition to our concern about the proposed appropriations level for part E, the coalition believes that the language is totally permissive and thus weaker than the 1976 amendments.

Under the existing law, States are required to assess and meet the needs of persons seeking training for jobs traditionally held by the other sex, displaced homemakers, and single heads of households who need job training.

Although the current law establishes no funding level for these activities, the requirement has provided an incentive for States, including New York, to make some effort to provide programs for women with special needs.

I do want to say that H.R. 4164 does continue the sex equity coordinator function—we think the most effective sex equity function of the current law—but it does not contain clarifying amendments critically needed to insure enforcement.

The act currently says States shall assign such full-time personnel as may be necessary to assist the State board in overcoming sex discrimination in vocational education programs.

Unless this new law clarifies that the sex equity coordinator must work full time on sex discrimination issues, which it does not now do, many States will not have full-time sex equity coordinators.

In addition, the Tydings amendment, which permits States to carry forward unexpended Federal funds to the next fiscal year, has enabled some States to avoid spending that full $50,000 intended by Congress to support the sex equity coordinator and functions. This new law should make clear that at least $50,000 a year in Federal funds will be expended for the office.

In addition, I would like to comment on the State advisory council membership. We believe that section 402(a)(2) would weaken current membership provisions that require the State advisory council on vocational education to have at least one member of persons each who are knowledgeable about sex discrimination in job training and employment—including a minority woman—understand the special educational needs of physically or mentally handicapped persons, and represent and are knowledgeable about the disadvantaged.

This bill does not specify that at least one person representing each special population group be appointed.

I would like to say in response to an earlier remark that one of the problems in not identifying these groups as specific representatives is that when you only identify labor, you only identify business as specifically to be appointed, you will most likely not get women and you will most likely not get minorities or handicapped people.

Based on our review of the minutes and annual reports of our State advisory council on vocational education, we believe that section 402 would have a negative impact on young women in New York because it is clear that the State advisory council members now that are required under the current law have had a meaningful, positive impact on our council's recommendations.

I would like to talk a little bit now about our concern that H.R. 4164 would continue existing and create additional impediments to our ability and the ability of groups like ours, and the ability of the public to monitor and comment on the implementation of Federal vocational education dollars and programs on the State and local levels.

Under the vocational education data system, we believe that the section regarding that in the new bill would eliminate the requirement that enrollment statistics be collected and reported by race and sex.

It also omits needed requirements for data by handicap and disadvantage. Without such data, no evaluation of programs' services to special populations or efforts to overcome discrimination will be possible.

In our State, we have found that, as a general rule, the State education department collects and reports only that data on vocational education which is required by Federal law. Therefore, we strongly believe that without the continuation of a requirement to collect and report vocational education data by sex, the efforts of groups like ours and the general public to monitor the delivery of programs will be made impossible.

In addition, based on our experience in New York, we know that currently the State data systems which have been developed to respond to the Federal requirements provide State education department personnel with important information they need to carry out their planning, evaluation, compliance review, and technical assistance functions.

Without such a data base, we believe that their ability to carry out these functions would suffer and so would the quality of vocational education programs.

Therefore, FARE believes that Congress should determine what kind of data is needed and specify the priorities in the reauthorization bill.

One of our primary concerns is the State planning process for vocational education. We believe that one of the primary values of these State plans is the creation of a public document by which Congress, the Department of Education, and taxpayers can evaluate State priorities and conformity with the law's requirements and determine how public funds are being spent.

Section 411, however, does not require the reporting of any objective information, including a description of specific planned expenditures of funds by purpose, amount, type of program or activity, level of school, et cetera.

In New York State, we have found that the State plans developed under the mandates of the current law are devoid of information on how States sex equity policies and procedures will be implemented or evaluated. Similarly, the accountability reports lack a clear accounting of expenditures for sex equity purposes and programs.

What little information we have been able to receive, we have gotten through New York's Freedom of Information law and less often through specific requests to our friends in the State education department.

This problem is echoed by groups across the country that are concerned with the delivery of vocational education services to special needs groups as well as by those concerned with the quality of vocational education in general.

We believe that Congress should share our concern that VEA dollars are expended to produce planning and reporting documents which have little or no value to the public, the educational agencies themselves or interested groups; and that these documents provide little accountability to taxpayers, their public representatives, or government agencies on the expenditure of Federal dollars.

Finally, I would like to say that we are convinced that the public hearing requirement under the current law is not resulting in effective public impact on the State plans and accountability reports. Furthermore, we believe that the new bill will do nothing to correct this problem.

The public hearing requirement in the new bill provides only that the State board shall conduct public hearings in the State, after appropriate notice.

Our experience in New York State in these public hearings has been a sham. For the past 2 years, the New York State Education Department has held one public hearing each year on the State plan and that hearing has been held in the State capitol for the convenience of State education department personnel.

Copies of State plans and accountability reports have not been made available to the regional offices for public inspection in a timely fashion, with some regional planning offices never receiving complete copies and may not be receiving them until 1 or 2 days prior to the hearing.

In addition, notice to the public of the public hearing is wholly insufficient. Last year, FARE received no notice of the public hearing even though we were one of only five witnesses who testified at the hearing the year before. Little wonder then that we were the only group in the entire State of New York to present testimony on our State vocational education plan this year.

[The prepared statement of Tracy Huling follows:]

PREPARED STATEMENT OF TRACY HULING, CHAIRPERSON, FULL ACCESS AND RIGHTS TO EDUCATION COALITION, CENTER FOR PUBLIC ADVOCACY RESEARCH, INC., NEW YORK, NEW YORK

Good morning, thank you for the opportunity to express the views of the Full Access and Rights To Education Coalition on the proposed "Vocational Technical Education Act of 1983." My name is Tracy Huling. I am the Chairperson of The Full Access and Rights To Education (FARE) Coalition, a New York based coalition of thirty organizations and individuals (including the Young Women's Christian Association of New York, the Brooklyn Teen Pregnancy Network, Women's City Club, Citizens Committee For Children, Sisterhood of Black Single Mothers, Advocates For Children of New York and Women In The Trades)[1] concerned with equity in education and employment for young women. I am here today to express the FARE Coalition's reservations about H.R. 4164 as it affects women and the ability of groups like FARE and the general public to monitor and comment on the development of vocational education programs on the local and state levels.

Over the past three years, FARE has monitored the implementation of the sex equity mandates of the Vocational Education Act Amendments of 1976 in New York City, which runs the largest secondary vocational education system in the country. In addition, this year we will monitor sex equity in vocational education in four other New York cities—Rochester, Buffalo, Syracuse and Yonkers. Finally, the Coalition has just begun to monitor the delivery of employment and training services under the Jobs Training Partnership Act (JTPA) to young women in New York City.

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[1] A complete list of FARE Coalition members appears in Addendum.

In January 1983, the Coalition released Their "Proper Place": A Report on Sex Discrimination in New York City's Vocational High Schools. This report is based on two years of data gathering and interviews with students, teachers, principals, and local and state education administrators. It documents the overwhelming segregation of female students in vocational schools and programs designed to prepare them for work in low-paying, traditionally female occupations such as cosmetology, office work and health assisting. The Coalition also found that a critical reason for this segregation was and remains the institutional policies and practices which deny female students equal educational opportunities on the basis of their sex. These policies and practices, in the areas of guidance, recruitment, admissions, treatment, facilities and services, constitute effective barriers to equal educational and employment opportunities for young women and are just those kinds of barriers recognized and addressed by Congress when it passed the 1976 Amendments.

I am pleased to have the opportunity to comment on H.R. 4164 on behalf of the FARE coaliton as we are familiar with how the current law is implemented in practice on the local and state levels. Consequently, we are anxious to see the strengths of that law continued and its weaknesses eliminated in any new legislation.

Sec. 102—Authorization of appropriations

The FARE Coalition believes that adoption of the authorization plan in Sec. 102 would virtually assure that no funds would be available to promote equity for young women. The authorization level for Part E—Vocational Education Programs For Youth with Special Needs—is less than the amount appropriated or otherwise required to be spent for special needs students under Public Law 94-482, the Vocational Education Act of 1963, as amended.

Part E has been promoted as the major source of funding for programs to facilitate young women's entry into vocational education and training for higher-paying jobs, but holding harmless funding for disadvantaged and handicapped programs assures that there will not be one dime in Part E for sex equity. Meanwhile, sec. 102(b) authorizes $60 million for consumer and homemaking education programs. At a time when over two-thirds of all families living in poverty in New York City are headed by single-parent females, the FARE Coalition finds the proposed authorization level for consumer and homemaking inexplicable. When juxtaposed with the likely appropriations under Part E for programs addressing young women's access to the job market and the proposed allocation of only $50,000 per state to overcome sex discrimination in programs which have historically barred women's entry into higher-paying employment, the proposed appropriation for consumer and homemaking education appears vastly out of line with the reality of the current needs and desires of young women nationally and most definitely in large urban areas like New York City where 42 percent of our female minority youth are unemployed.

The AVA points out that out that programs and services to help young women can also be funded under Part A. While this is true, Part A funds are also authorized for virtually every conceivable vocational education activity or program. Furthermore, history demonstrates that in times of fiscal austerity, when program maintenance is a primary concern, states do not use federal funds for special needs students. This tendency has clearly been at work in New York State. While the total of VEA Subpart 2 and 3 allocations in New York increased between fiscal year 1982 and fiscal year 1984, Subpart 3F (Grants for Overcoming Sex Bias) sustained massive cuts (a 71 percent reduction) and funding for sex equity under Subpart 2 was negligible. In fact, Subparts 2F (Office of Sex Equity), 2J (Support Services to Women) and 2L (Services to Displaced Homemakers) together accounted for only 1 percent of the total Subpart 2 budget in our state for fiscal year 1982. Finally, the New York State Education Department neither spent in fiscal year 1982 nor allocated for fiscal year 1984 any VEA money for Subpart 2K (Day Care). This omission contradicts the widely publicized need for appropriate, affordable day care for teen age parents who wish to complete their education.

The New York State Education Department's written response to the FARE Coalition's concern about the decreasing financial commitment of VEA dollars to help young women, illustrates the approach that most states adopt. When faced with fewer dollars, states will continue program maintenance at the expense of the special needs populations. In its written response to FARE's comments on the New York State Education Department's Five Year Plan 1983-87 and fiscal year 1981 Accountability Report for Occupational Education, the State said:

One criticism voiced often by many groups is that VEA allocations are inadequate. Unfortunately, VEA funds are just not sufficient to accommodate all funding requests. Although sex equity is very important it is not the sole purpose of the federal legislation.

The State recognizes that all areas in occupational education could better be served with more funds. However the Department maintains that in light of the budgetary constraints and the legislative intent of VEA that the planned allocations are generous.

Part E—Vocational education programs for youth with special needs

In addition to our concern about the proposed appropriations level for Part E, the Coalition believes that the language is totally permissive and thus weaker than the 1976 VEA Amendments. Under the existing law, states are required to assess and meet the needs of persons seeking training for jobs traditionally held by the other sex, displaced homemakers and single heads of households who need job training. Although the current law establishes no funding level for these activities, the requirement has provided an incentive for states (including New York) to make some effort to provide programs for women with special needs.

Sec. 401(d)—Sex equity coordinator

H.R. 4164 continues Public Law 94-482's most effective sex equity functions, but does not contain clarifying amendments critically needed to assure enforcement:

1. The act currently says states shall "assign such full-time personnel as may be necessary" to assist the state board in overcoming sex discrimination in vocational education programs. When it published final regulations on Public Law 94-482 in 1977, the Department of Health, Education and Welfare concluded:

It is apparent from the legislative history that Congress intended that the State have at least one professional working full time on the elimination of sex bias and sex stereotyping in vocational education rather than a person employed full time but working less than full time on the elimination of sex bias."

The regulations made that interpretation clear. The present Administration attempted in 1981 to change the regulations to institute the interpretation HEW rejected in 1977; i.e., the Department would have permitted the states to allow any full-time employee to be designated as sex equity coordinator but would not have required that person to work full time on sex equity issues. The Department retreated from publishing new regulations when there was a large public protest against this and other proposed changes, but it has nevertheless proceeded to ignore known cases in which the sex equity coordinator is working only part time on the functions spelled out in sec. 110(b). Unless the new law clarifies that the sex equity coordinator must work full time on sex discrimination issues, many states will not have full-time sex equity coordinators.

2. The Tydings amendment, which permits states to carry forward unexpended federal funds to the next fiscal year, has enabled some states to avoid spending the full $50,000 a year intended by Congress to support the sex equity coordinator and the functions of his or her office. The law should make clear that at least $50,000 a year in federal funds will be expended for the office.

Sec. 303—President's Council on Vocational-Technical Education

This provision removes current requirements for appropriate representation of women and minorities and for members representing the handicapped, disadvantaged and limited English-speaking.

Far more surprising, in light of recent public outcry over the politicizing of national advisory bodies, is that sec. 303(a) would provide that the members serve at the pleasure of the President. Such a procedure would ensure that each council, sitting for four or eight years, would be a mouthpiece for the administration and not a legitimate advisory body responsible to the Congress and the taxpayers as well as the President. At a time when our nation is truly at risk and education has once again become a dominant public concern, the FARE Coalition believes that this political maneuver is highly inappropriate.

Sec. 402(a)—Membership on State Advisory Council

Sec. 402(a)(2) would weaken current membership provisions that require the state advisory council on vocational education to have at least one member each of persons who are knowledgeable about sex discrimination in job training and employment (including a minority woman), understand the special educational needs of physically or mentally handicapped persons, and represent and are knowledgeable about the disadvantaged. The bill does not specify that at least one person representing each special population group be appointed.

Based on its review of the minutes and annual reports of the New York State Advisory Council on Vocational Education, FARE believes that Sec. 402(a)(2) would have a negative impact on young women in New York because it is clear that State Advisory Council members required under the current law have had a meaningful, positive impact on the Council's recommendations regarding these special population groups.

Sec. 432(a)—Withholding of funds

This section reduces the penalty for violating the law and could, in some circumstances, create an incentive to violate it by permitting the Secretary to withhold funds only from programs affected by the violation. The FARE Coalition believes that this might have serious consequences for sex equity on a state and local level. For example, if the Office of Vocational and Adult Education decided to enforce the law requiring sex equity coordinators to work full time on sex equity, it would find from six to a dozen states in violation of Public Law 94-482. If a state did not come into compliance, the Secretary could merely withhold the $50,000 set aside to support the coordinator's work. Since it is doubtful that some of these states want a staff member working to eliminate sex discrimination, they would be freed from the law's requirement. Similar problems could arise in any program in which funds are set aside to meet federal objectives.

The bill also apparently would not require states to come into compliance with the law before funds were released but only would require that the Secretary be "satisfied" that compliance would be reached in the future. As we have seen recently in civil rights enforcement, such agreements do not ensure that protections for women will be enforced, once the federal agency has withdrawn the threat of withholding funds.

Now, I would like to talk about FARE's concern that H.R. 4164 would continue existing and create additional impediments to the ability of the public and groups like FARE to monitor and comment on the implementation of federal vocational education mandates and funding on the state and local levels.

Sec. 301—Vocational education data system

This section would eliminate the Vocational Education Data System Requirement that enrollment statistics be collected and reported by race and sex. It also omits needed requirements for data by handicap and disadvantage. Without such data, no evaluation of programs' services to special populations or efforts to overcome discrimination will be possible. In New York, FARE has found that, as a general rule, the State Education Department collects and reports only that data on vocational education which is required by federal law. Therefore, we strongly believe that without the continuation of a requirement to collect and report vocational education data by sex, the efforts of groups like ours and the general public to monitor the delivery of programs' services to female students will be made impossible.

In addition, based on our experience in New York, we know that currently the state data systems developed to respond to the federal requirements provide state education department personnel (especially sex equity coordinators and their civil rights enforcement staff) with important information they need to carry out the planning, evaluation, compliance review and technical assistance functions. Without such a data base, we believe that their ability to carry out these functions would suffer and so would the quality of vocational education programs, Therefore, FARE believes that Congress, as a multi-representational body, and not the Administration, should determine what kind of data is needed and specify the priorities in the reauthorization bill.

Sec. 411—Three-Year State operational plans

One of the primary values of state plans is the creation of a public document by which Congress, the Department of Education and taxpayers can evaluate state priorities and conformity with the law's requirements and determine how public funds are being spent. Sec. 411, however, does not require the reporting of any objective information; i.e., a description of specific planned expenditures of funds by purpose, amount, type of program or activity, level of school, etc.

In New York State, FARE and other groups have found that the state plans developed under the mandates of current law are devoid of information on how state sex equity policies and procedures will be implemented or evaluated. Similarly, the accountability reports lack a clear accounting of expenditures for sex equity purposes and programs. What little information FARE has obtained was made available through New York's Freedom of Information Law and less often through specific requests to the State Education Department.

This problem is echoed by groups across the country that are concerned about the delivery of vocational education services to special needs groups (handicapped, disadvantaged, limited English speaking) as well as by those concerned with the quality of vocational education in general.

We believe that Congress should share our concern that: (1) VEA dollars are being expended to produce planning and reporting documents which have little or no value to the public, the educational agencies themselves or interested groups; and (2) these documents provide little accountability to taxpayers, their public representatives or government agencies on the expenditure of federal dollars.

Finally, FARE is convinced that the public hearing requirement under the current law is not resulting in effective public impact on the State Plans and Accountability Reports. Furthermore, we believe that H.R. 4164 will do nothing to correct this problem.

The public hearing requirement in Sec. 411(a)(2) provides only that the "state board shall conduct public hearings in the state, after appropriate notice."

Our experience in New York State is that these public hearings are a sham. For the past two years, the New York State Education Department has held one public hearing each year on the State Plan and that hearing has been held in the State Capitol for the convenience of State Education Department personnel. Copies of State Plans and Accountability Reports have not been made available to the regional offices for public inspection in a timely fashion (with some regional planning offices never receiving complete copies and many not receiving them until one or two days prior to the hearing). In addition, notice to the public and interested organizations of the public hearing is wholly insufficient. Last year, FARE received no notice of the public hearing even though we were one of only five witnesses to present testimony the previous year. Little wonder then that the FARE Coalition was the *only* witness to present testimony this past year.

Clearly, this is not what Congress had in mind when it enacted the current legislation. We hope that you will include in the reauthorizing legislation more specific requirements regarding the conduct of public hearings by the states.

CONCLUSION

In conclusion, the FARE Coalition believes that the reauthorization of vocational education legislation offers Congress the opportunity to save what may be the most effective, current federal mandate to protect and promote equity in education for American women and girls.

This is a crucial time because other federal laws and programs designed to promote sex equity—Title IX of the Education Amendments of 1972, the Women's Educational Equity Act Program and the Title IV program—are under attack by this Administration. By weakening this important, and we believe most effective, federal mandate to ensure equality of educational opportunity for women and girls, you will continue and widen the gender gap in education.

[Addendum]

MEMBERSHIP OF THE FARE COALITION IN NEW YORK CITY

Organizational members: Advocates for Children of New York, Inc.; Bank Street College; Bronx Children's Community Clinic; Brooklyn Teen Pregnancy Network; Center for Public Advocacy Research, Inc.; Citizen's Committee for Children; Dome Project; Girls Club of New York; Interagency Task Force on Truancy; Planned Parenthood of New York City; Pre-School Association, Inc.; Public Education Association; Rheedlen Foundation; Sisterhood of Black Single Mothers; Talbot Perkins Children's Society; Women in the Trades; Women's City Club of New York; and Young Women's Christian Association of New York.

Resource members: Committee for Women in Nontraditional Jobs; Mayor's Commission on the Status of Women; New York City Technical College; NOW Legal Defense and Education Fund; and Urban Law Clinic, Washington Square Legal Services.

Individual members: Nancy Bordier; Jennifer Clark; Phyllis Eckhaus; Ruth Messinger; and Nancy Naples.

Chairman **PERKINS**. Thank you.

Let me compliment the panel. I think we have had an excellent panel here today. But let me ask all of you a question. I will commence with the chancellor of the New York City Board of Education.

A variety of views have been expressed, but does this bill represent the direction that we should be going in? And do you think that we should use this bill as the basis for a markup?

Then, again, what would you suggest to be one or two major changes you would make toward improving the bill?

Answer those, there may be a couple of questions there, but go along and answer them. I want to go all the way across and commence with the lady that just concluded.

Ms. Huling. OK, let me see if I can remember all those questions in order.

Do I agree with the major direction of the bill?

Chairman Perkins. Yes, that is, whether you would use it as a markup vehicle, and whether this bill is moving in the right direction. If not, what changes would you suggest, one or two?

Ms. Huling. I tell you, I got the bill a week ago. When I first read it I thought it looks pretty good. The language in it—there is a lot of language in the bill that gives service to both program improvement and equity.

Each time I read it, however, over, I become a little more concerned about it. I think that I will echo previous remarks by saying that we are trying to do much too much with so little funding.

The part E, youth with special needs initiative, I think is wholly inadequate. I don't think it will accomplish what the language indicates that Congress intends it to accomplish.

I don't think that the current act is implemented very well on the State and local level. And I am not sure that this particular bill cleans that problem up.

Specific recommendations: If I had to say one or two, I would say limit what you are trying to do with this bill to some specific concrete national priorities.

And, number two, increase the funding for part E.

Chairman Perkins. Thank you.

Now we will hear from the chancellor. Excuse me for wrongfully identifying you. Go ahead.

Mr. Alvarado. Mr. Chairman, I think that the direction of the bill is an accurate one—you are on the right course. I think, however, the question of equity has not been sufficiently addressed and the results of the present language of the bill would not assure the more general statements of equity which the bill is trying to address.

As a recommendation: The specific language dealing with equity has to be tightened up to assure that money flows directly in necessary amounts to those groupings to which it is intended to flow to.

I think the question of the amount of money is a real one. Everybody speaks to the fact that we are in a society that is changing so rapidly that we can't keep up with it. If we don't receive the amount of money that we, quite frankly, need to do that, we are going to be consistently behind the times. And at the next major revision of the bill, I have a feeling that you will be hearing the same complaints and the same lack of success that you have heard, and will be hearing, during this session.

I think it is imperative that if you raise expectations, particularly of educators, that the resources to put into effect those expectations are allocated. If not, what you do is ultimately create a sense of cynicism because you raise expectations—the job can't be done with those resources; people believe that then the job cannot be done; and people believe that the systems that are in place are really not capable of doing the job.

So you don't really say this is the limit of what you can do and we are going to give you the money to do it, then I think in the long run we may be doing a disservice.

So those are really the remarks: insure equity by revising the language to insure that the groups that are singled out to receive support actually receive the support. And, second, move in the area of total funding to allow the complete job to be done.

Chairman Perkins. Dr. Rowlett?

Mr. Rowlett. Mr. Chairman, I would just like to reemphasize the four recommendations that we made.

First, we support the increase in the set-aside for postsecondary. We hope that it can be even higher.

Second, we think the matter of the sole State agency ought to be addressed, and that States ought to be given opportunity, if they choose, to have a separate board for the administration of the postsecondary part of this act.

Third, we think that the bear to the development of baccalaureate degree programs ought to be removed.

And, finally, we think the definition of vocational education, postsecondary, ought to be reconsidered not to exclude some very excellent private and proprietary institutions.

Chairman Perkins. Dr. Powers, go ahead.

Mrs. Powers. As to your first question, yes, I think the major directions are correct, and could be used very well for a markup for a bill.

The rest of the question I think I would like to say is that probably in my printed testimony there are some answers to some of the questions that were brought up by one of the other persons on the panel.

The Federal funds are used for things like displaced homemakers' programs, adult homemaking drop-in centers, this kind of thing—for outreach programs. If the Federal funds are not placed in place then we are left with trying to serve populations for which we actually do not receive the funds. And this becomes an almost impossible task.

So I would say that, yes, you are on the right track. I would like to reiterate that I am firmly in support of categorical funding for the reasons that I said. And, also, that the level of funding is good. We can continue to serve displaced homemakers; we can continue to serve teenage parents; we can continue to serve the underserved populations if we do receive this grant.

Mr. Biaggi [presiding]. Mrs. Powers made reference to homemakers and the absence of adequate recognition.

I just would like to comment that yesterday another subcommittee of this Education and Labor Committee passed the Women's Equity Act which clearly takes into consideration the contribution made by a homemaker with relation to pensions, and pensions of spouses.

You might find it very interesting and hopefully it will become enacted into law. It is a bipartisan undertaking. We expect it will be moved along quite rapidly.

I would like to take this occasion to welcome, although belatedly and officially, my good friend and chancellor from New York, Anthony Alvarado. I read his statement before he made it and it is consistent with his whole record. He has the courage to go forth and change it. When it doesn't work he says it, although it may disturb people who like to adhere to status quo. But when a system doesn't work, it needs fixing.

Although he has been chancellor for a short period of time, he has already made an imprint in the start of the ball rolling.

One of the things with relation to voc-ed is that he has raised a vocational-educator as one of his chief assistants. I think that is the first time that has ever happened. Frankly, voc-ed has already been regarded as a stepchild in education. Recognition of its value today more than ever before is critical. Without that recognition, you won't get any proper Federal response as well as local response.

Mr. Rowlett, you suggested the creation of an independent board and eliminate the sole State agency approach. You are also concerned about some of the 4-year colleges being neglected and ignored.

Would the creation of an independent board eliminate that problem, or minimize it?

Mr. ROWLETT. My personal recommendation was for a separate board. On behalf of the associations for which I am providing testimony, the statement is we believe the States ought to have an opportunity if the States choose to establish a separate board.

It just makes good commonsense—to me, at least—that if we are talking about postsecondary programs then we ought to have a broadly based board representative of postsecondary institutions and agencies that are concerned with studying the needs of postsecondary and technical educations, and dealing with the allocation of funds as opposed to boards that have principal concerns with elementary and secondary education programs.

It seems to me that these boards have enough responsibility and enough challenges already, looking at the elementary and secondary programs of this Nation. It just makes sense, it is logical.

Mr. BIAGGI. Right.

Mr. ROWLETT. I am confident that it will go a long way in addressing the problems and issues that we raise.

You see, there are 185 colleges out there, by and large, that have been neglected for 20 years when the Congress said these programs are eligible.

I am sure there are other postsecondary institutions of varying types that would make the same statement.

Mr. BIAGGI. Mr. Alvarado, you made reference to equity and allocations. To characterize it and when you made those statements, Ms. Huling nodded her head vigorously in affirmation.

Would it be proper to characterize it as a pie-in-the-sky approach with little reality under this proposed legislation?

Mr. ALVARADO. The way that it is presently written it is clearly pie in the sky. I don't even think the pie will be baked. I must say, just as a comment also, that there was internal nodding anyway during Ms. Huling's statement from my perspective. It is not normal for public institutions to praise the necessity of watchdog and advocacy groups.

It is my view that they attempt to keep us honest, and I think that that function is required. I would just like to make that testimony for the record.

And on your very gracious remarks at the beginning, your support for education, particularly in New York City, is always held in high esteem. I thank you for that past support and I know that it will continue in the future.

Mr. BIAGGI. You expressed the concern that the low-income youth were dropped from the legislation. I am advised by staff that this was not done with any malevolent intent. It was only to increase the flexibility of administration from the State level.

We are also concerned really about a number of issues with relation to funding. One, it is too delineated and lacking in equity for local school districts; and two, it is too centralized in the States' hands.

I would like a comment on those observations.

Mr. ALVARADO. I think that happens to be accurate. I think that what you are trying to do is get, in the long run, you are trying to get money to serve the students that we all agree needs servicing, and at the same time, you want to provide the greatest flexibility in the provision of those services.

But you have got to be careful that in providing flexibility that the money doesn't always get to the kids to whom it should be gotten to. And on the other hand, you don't want to get it to them in such a fashion that there is no flexibility.

I think that what the bill does is perhaps provide some needed flexibility but clearly, in my view, at the expense of the groups to whom it is directed.

Mr. BIAGGI. Another criticism is that there is little or no accountability; there is no data base to collect information.

Mr. ALVARADO. A data base—you only know—when you get a report card there have got to be some marks. And if you don't have any marks, you don't know how well you have done. That is in school, and that is with the success of legislation. You need data. And if you can't get it, what you are going to find is that everybody representing polar perspectives are going to claim success, which is clearly not possible.

I think everybody wants to know how good a job is being done. And I think that can only be accomplished with sound and complete data, and I don't think the bill provides that.

Mr. BIAGGI. Another criticism: The bill doesn't guarantee existing programs will serve minorities and women.

Mr. ALVARADO. That goes back to the original comments. I think that we have to assure that the bill services those populations. It has got to be clear that when you read the bill and you recognize how that bill is going to be implemented, that the result of that implementation is going to be service to the groups that require it, to which the broad statement of the legislation is in fact that it accomplishes that end. I just think that past experience, past evaluations, and the wisdom and experience of the committee will make the necessary amendments to insure that that will occur.

Mr. **Biaggi**. Well, only because we have been assisted by your valuable testimony. Clearly, when Chairman Perkins posed the question about using this bill as a basis for markup, I think he was sending a message. No one regards it as the alpha-omega, the beginning and the end. But we understand that there should be some modifications, and your contribution to that is most significant and should continue to be.

Mr. Nielson?

Mr. **Nielson**. Thank you.

Mr. Rowlett, you made a couple of statements that concern me just a little bit. A moment ago you spoke to Representative Biaggi and you indicated that you recommended that there be a separate agency for vocational particularly. And you said that is your recommendation that States be allowed to have that option.

Your statement reads, however, I believe that H.R. 4164 should mandate a separate board for the administration of funds for postsecondary vocational. Which is correct, your statement to him a moment ago that you think that they should have the opportunity to have such a board, or your statement here which says they mandate it?

Mr. **Rowlett**. The statement that I am making on behalf of the associations that I represent is that States should be given an opportunity to have separate boards if they wish. Based on my 35 years of experience, I amplified that and said personally, I would prefer to see a mandate for a separate State board.

Mr. **Nielson**. Now, supposing your State has a board for public education and another board for higher education, would you suppose a third board would be necessary in that case?

Mr. **Rowlett**. I think this is something that each State is going to have to come to grips with in terms of its structure.

The point is when we are dealing with postsecondary vocational funds, I think there needs to be a board that is representative of the postsecondary interests in that State taking into account the existing board structures that makes recommendations and administers the programs.

Mr. **Nielson**. The second question I had—at the end of your testimony you mentioned something about changing the definition of postsecondary education institution to include independent and proprietary institution.

Are you saying that what little Federal funds we have for vocational should be spread to the private institutions as well as the public; is that what you are saying?

Mr. **Rowlett**. Mr. Nielson, I guess the philosophy is I hate to see doors closed. I like to see options remain open.

Mr. **Nielson**. But given the level of funding, whatever it is, do you want to divert it from the public system to go to proprietary and private institutions, that is my question?

Mr. **Rowlett**. If the programs are excellent programs that square with the needs of a labor market, I think they ought to be worthy of consideration rather than slamming the door.

Mr. **Nielson**. We have had several witnesses this morning indicate this bill is so broad and has so many categories and is spread so thin, that it won't do much good. In fact, three of you alluded to that in your testimony this morning.

Don't you think we spread it too thin if we open the doors to every possible tent that might have some relevance?

Mr. Rowlett. I would prefer to have breadth rather than narrowness in order to keep the options open. That is my personal point of view.

As I have said before this committee on three or four occasions on the issue of the baccalaureate degree, I have no particular baccalaureate degree program in mind that I would recommend for funding. But when it says in the law that funds may not be used for baccalaureate level programs, we have closed the door.

Mr. Nielson. One last clarification, if I may.

You mentioned the sole State agency and you mentioned the Smith-Hughes Act, and so on. That has some disadvantage because it no longer fits the current mold and it no longer squares with public experience, I believe you indicated.

Are there any advantage in keeping that Smith-Hughes Act or should we abolish the whole thing or just add to it? Which is your preference?

Mr. Rowlett. I see no advantage to the abolition. The Smith-Hughes Act, of course, was a very simple act in terms of design and modestly funded of something over $7 million. The basic concept contained in the Smith-Hughes Act, the sharing concept, the encouraging concept, of suggesting to States, we will help you, even up to 50 percent of the program cost, if you will begin to develop programs in agriculture and trade, and industrial education, and home economics.

This is a very fundamental concept that I hope we will not lose. So I would certainly not recommend any scrubbing or abolition. That concept is valid and in those simpler days the sole State agency concept, I think, worked beautifully, just as the lead line used to work beautifully on a ship when one wanted to find the depth of the ocean.

Mr. Nielson. Dr. Powers?

Mrs. Powers. Sir?

Mr. Nielson. I don't want to put you in the position of disagreeing with your boss, particularly, we can't afford that.

Mrs. Powers. That is all right. I have tenure. I am OK. [Laughter.]

Mr. Nielson. Dr. Powers, there have been some statements made by the panel, particularly one by Ms. Huling, that somewhat criticized the section having to do with home economics as though that particular emphasis was somewhat contradictory to the women's equity problems and, therefore, would divert money which otherwise might go to other programs with which women might try to get access to.

Do you find her statement disconcerting at all, or do you have some words of solace to her that you agree with her point of view? I heard two different messages there. I am sure you both have the goal of improving women's access to vocational programs. You both have that goal but you express different ways of going about it.

Would you like to clarify for me that you are really not trying to destroy her opportunities? Would you please do that so I can feel better about the testimony?

Mrs. POWERS. Absolutely not. I think probably there was a misunderstanding as to how Federal funds would be spent under the consumer and homemaking section of the act.

Those Federal funds—in our State, I know the Federal funds go to fund programs for displaced homemakers; they go to fund programs for single parents. They go to fund these types of programs which are the kind of programs that you seem to think might not be funded under this particular portion of the act.

The other thing that I think everybody should recognize is that consumer and homemaking education is no longer totally female. We do have approximately 27 percent of the persons who are taking consumer and homemaking classes in the secondary schools are now males, nationwide. So I think this is a help.

We are moving and we do try to include career education in all of our programs and I think this also is very important.

Mr. NIELSON. Ms. Huling, would you like to enter the dialog here? I am not just sure whether you are saying the same thing or two different things.

Ms. HULING. I would like to clarify the representation of my statement.

I am in no way saying that the importance of what consumer and homemaking teaches is at question. I think that the use of these funds for programs for displaced homemakers and pregnant and parenting teens is of valid use.

I am concerned, however, that they are not being used to help these very special needs groups break into a job market in such a way that they will be making enough money to support themselves.

There has been a lot of research done that people who enroll in consumer and homemaking education programs do not do well in the labor market.

I do not disagree at all with the important functions that are taught by consumer and homemaking. I only disagree that the appropriation level seems to be a little skewed when we have a $60 million set-aside for consumer and homemaking and a $50,000 per State set-aside for sex equity and nontraditional occupations.

Mr. NIELSON. The comment that I had reference to you just alluded to. You said the proposed appropriation for consumer and homemaking education appears vastly out of line with the reality of the current needs and desires of young women nationally.

I think I need more clarification on that from both of you on that issue.

Let me ask another question. Ms. Huling, I referred to this in the previous witness as you weren't here, about your desire to have the advisory board spelled out in more detail so that the various categories are represented. You don't want a general listing, you want to have specific individuals on the committee.

May I ask the question: Who should select that board? Should it be selected by the board of education or by the Governor, or how should it be constituted?

Ms. HULING. Who should select it, or how should it be constituted?

Mr. NIELSON. Either way.

Ms. HULING. Let's start with how it should be constituted. My concern and the concern was voiced when this regional provision went through, was that if you do not indicate that some of your representation must be female or must be minority, or must be handicapped, you will find that the representation will probably be all white male. Because when you mandate representation from business, labor, education, the top people who get these prestigious positions in those professions are still predominantly white men.

That is the reason for the current mandate and perhaps 20 years from now we won't need that. I hope so.

Mr. NIELSON. How would you suggest it be selected? Who would make the selection to insure this, even if it were written into the law?

Ms. HULING. That is a good question. I think that it should be a State board selection with perhaps a State legislature confirmation, because that would insure that both people knowledgeable and with expertise in the area will be identified by the State education department who know these people, but then also confirmed by a multirepresentational body.

Mr. NIELSON. Thank you.

Mr. Alvarado, I am going to play devil's advocate just a minute for you. You made a comment in your testimony, in fact, rather forcefully, that we need to know what the problems of the urban areas and the special needs, the special financial needs of the urban areas.

I sit on another committee called Energy and Commerce. We have had a bill the last 2 weeks on the telephone industry. The main argument there is from represenatives of yours and other major cities saying we should not have that particular kind of telephone bill because we are making the long-distance rates pay for the residents without having them subsidized.

And since Chicago, New York, and so on, get most of the long-distance business, they are paying a disproportionate amount and are having to pay for the needs of the rural, small telephone consumers. And the plea was, let the cost go to where they belong.

Now, that is exactly opposite to what you are telling me right now. If we took that philosophy here, we would say it is not fair for the rich rural areas to come to the aid of the sprawling urban areas, just as we are asking the telephone subscribers in the urban areas to come to the aid of the small rural.

Can we afford to take these regional approaches and these short-sighted approaches?

Mr. ALVARADO. I don't think we can afford not to. I think you would say then to those who made the argument as far as the telephone is concerned, you are taking a provincial interest and you should take a national interest. Is that what you are saying?

Shakespeare said that comparisons are odious, and I think that in this particular case when you talk about educational needs of young people predominantly as opposed to equitable distribution of the rate structure, I think that those two things are not quite——

Mr. NIELSON. Well, they are different because in one case New York pays to the rural areas; the other case, the rurals pay to New York.

Mr. ALVARADO. I want to make it clear that I would probably take the same position with regard to equity needs in terms of education if I had to give up money. At least that is my philosophical and my personal stance. I think equity is equity. It is not just when you are on the receiving end of the equity formula that you espouse it.

I think that that has to happen. If it doesn't happen, I think you pay for that. I can just give you some examples in New York City of what the results are of not meeting the needs of young people. We now have a State prison budget of over half a billion dollars. We have a welfare budget in the city of over $2 billion. We have an unemployment benefit, depending on the market, which is substantial. We have millions and millions of dollars in court costs, legal systems, and the result of what disaffected and untrained youth cost the society.

The question is not whether you are going to pay. The question is, when are you going to pay and how much are you going to pay? And in my view you should pay now and pay less rather than paying later and paying more.

Mr. NIELSON. Don't misunderstand me. I happen to agree with your situation, we have to take care of the needs where they are. I just wanted to point out in kind of a teasing way that New York City has an opportunity to really help the rural areas of New York State and other States and the telephone industry, and it will be just the same sort of thing.

Another question that I would like to ask which is in a little more serious vein.

Professor Rowlett, or Dean Rowlett, I guess I should say, wants to make sure that 4-year colleges and universities are not barred by any other means from participation in the vocational programs. Yet, I heard the previous panel say we are going to have to concentrate more in the business, the work, the partnership with business, on-the-job-training type things. And that they have a better feel for it.

How are we going to reconcile these two differences? One who wants to have more in the college setting, and 4-year programs and this type of vocational, with those who want to get it done as fast as possible, on the job as quickly as possible.

How can we reconcile those two rather diverse points of view?

Mr. ALVARADO. I don't think, by the way, that they are necessarily mutually exclusive. You can be in a 4-year college situation and yet still be close to business and industry and you can still be close to business and industry in another educational framework.

My concerns about expansion of opportunities and creating flexibility is without very, very specific criteria, is that it loses focus.

Mr. NIELSON. So you agree, to that extent, with Mr. Semple?

Mr. ALVARADO. To that extent, I do. I think that we have to be very, very clear about where the money is going to go and if it goes to those who really require that money.

I am also a believer in a market sensitivity. I mean, I just believe that if you are very, very close to what is happening in the marketplace, you have a much better understanding of how you have to respond in order to be successful.

The further that you are away from the market, from the reality of work, the odds are that you are not going to know what is happening and you are going to move in the direction of training young people for jobs that don't exist.

Second, the question of basic skills first, or social attitudes toward work first prior to work. In some ways I am old fashioned, I believe that the best way you learn to drive a car is to drive a car. I mean, you can get the manual and look it over first—and I think that is nice. You can read an encylcopedia on how to apply the gas pedal and how to brake it, and there is only one way you are going to do it—you are going to get behind the wheel and it is going to happen that way.

That is the way I think that work is in many ways. You can have your Ph. D. in whatever it is, then all of a sudden you have got to go out there and you have got to work. You have got to know what that means in terms of interactions, expectations, social skills, a whole complex array of functioning that we don't do well.

We have a dropout rate in New York City of 45 percent—not a very healthy figure. Our job programs are basically structured around the 11th and 12th grade to ease the movement of students into the job market. Unfortunately, most of our students have already dropped out by the time we are preparing them to enter the job market—misplaced sense of priorities.

The earlier students understand what is required, the earlier students actually begin to get involved in work, in work experience.

You are going to find two things: They are going to know it from a reality base situation; second, they are going to get motivated from it because they recognize what it really is. And I think that is the approach we are going to have to take.

Mr. **Nielson**. I thank the panel for excellent presentation, and thank the Chair.

Mr. **Ackerman** [presiding]. Thank you very much. Let me also compliment the entire panel on an excellent presentation. Belated though it may be, chancellor, allow me as a graduate from kindergarten through the 8th grade of the New York City public school system; a graduate of a New York City 4-year technical school. And the City University, and as a former teacher within the New York City school system, to extend you a very personal welcome.

I have one question. I noted with some interest the agreement between yourself and Ms. Huling with the external and internal nodding that was going on at certain points, and the stress that you made concerning equity and access.

I recall the comments of Ms. Huling that basically there are no teeth and that there is a difference between theory and practice pertaining to this particular proposed legislation. How do you account for the problem, and how do you address the situation within New York's 21 vocational high schools where 11 of them, last year, had enrollments of over 95 percent enrollment just by one sex or the other, and an additional four of them had what was segregated by sex to the extent of 90 percent?

Ms. **Huling**. That figure comes out of a report that we did on sex discrimination in vocational education in New York City. Also, that report was done and released about 6 months prior to Mr. Alvarado's administration.

I do want to say that for years no one paid attention to this issue. There has been under the Vocational Education Act, the amendments, and the sex equity mandates, the State education department has attempted to improve the situation in New York City and in many, many other cities in New York State where the same situation exists.

But with an allocation of $50,000 per State to do that, in a State with an enormous number of children, it is just not enough money. You cannot improve probably even three or four schools in this area with $50,000 a year.

I do want to say, however, that since Chancellor Alvarado has taken over, there has been an enormous amount of attention given to this issue as in his administration. And I hope to see some movement quickly.

Mr. ACKERMAN. Chancellor, as someone whose whole career has been dedicated to equality and equal access, and someone who is relatively new in this job, how do you intend to remedy this situation that exists?

Mr. ALVARADO. I guess the first thing to do is to say it. That may sound simplistic but if you don't say what has to be done, then you go around doing the wrong things, you are not going to get the right result. So, the fact that equity is important and is an absolute requirement of whatever we do—and if we build that in as a guiding principle for action, I think we have a much better opportunity of solving the problem than if we do not address the issue squarely.

I might give you an example of that with regard to the specific question on the high schools because it is a complex answer. As you look at the issue deeper, more deeply, what you find is that you have to go back to how you prepare students in junior high schools, what courses they get there, how students are counseled. If you look at that deeply you have to find out how you are educating them in elementary schools, what you do with them in all-day kindergarten, that creates attitudes. The way one works with parents; the ways that we staff schools; the way that we have access of facilities in schools to both sexes.

It is a massive, massive problem to resolve. It is the result of lifetimes of generations of inequity that have built into the very fabric of how we do business; a way of functioning that results in those extraordinarily disproportionate figures.

To do that we have hired individuals to address that particular problem. We are looking particularly at certain schools on how we change that. And we will make some changes. But I just want you to know that the issue, as Ms. Huling states, that if at the board of education we are going to spend significantly more money than is given to most States to deal with the issue revolving around 11 schools—it puts into perspective the inability to tackle that job seriously of the resources that are presently out there.

Mr. ACKERMAN. Is it more the money or the attitude?

Mr. ALVARADO. It is both. If you don't have the attitude, you cannot implement. And if you have the attitude and if you don't have the money, you can't implement—I mean, they go hand in hand.

Mr. ACKERMAN. Is there an estimate or guesstimate of how much money would be needed to change the attitude, or is that anybody's guess?

Ms. HULING. If that is a serious question, I will spend time trying to answer that on paper.

Mr. ALVARADO. A lot.

Mr. ACKERMAN. Yes, Professor?

Mr. ROWLETT. I would like to respond to the question posed by Congressman Nielson where he observed an apparent conflict in statements made by the earlier panel emphasizing a closer relationship with business and industry, and the statements that I have made about associate degree programs at 4-year colleges and universities.

First of all, the associate degree programs at colleges and universities are typically referred to as community college programs. In Kentucky, the regional State universities by statutes serve as the community colleges for the regions we serve. There is not going to be a State-supported community college come into Richmond, Kentucky, with new facilities and programs and the like—and it makes good sense.

We do serve as a community college for our region, and have designed appropriate community college programs. They are not ivory tower programs, they are good standard community college programs.

They differ from the community colleges in that a student pursuing an associate degree in electronics technology will be studying with physicists and the physics courses who have Ph. D.'s in physics and are teaching the physics courses to a broad range of students—sound, light, electricity, mechanics, and heat—the same thing.

They take the same English courses. And in the technical areas they take the courses that are designed for these purposes.

With regard to the advisory committees, I support the points made earlier. As far as I know, we have an advisory committee for every associate degree program we have on campus that relates to business and industry.

Advisory committees do not dictate to us. We would not permit them to dictate to us what the curriculum is going to be like. But we listen very intently to the advice given and the guidance—and we have built very strong relationships.

And then as an academic institution, through the customary academic processes, we determine what the curriculum is going to be. But we certainly are attuned to the needs of business and industry, solicit their support, and have received it, and it is invaluable.

I really think that was the point being made at the earlier panel.

Mr. ACKERMAN. Thank you.

There being no other questions, let me thank the panel once more for their excellent testimony, and this committee stands adjourned until 9:30 tomorrow morning.

[Whereupon, at 1:20 p.m., the subcommittee was adjourned, to reconvene at 9:30 a.m., Thursday, November 3, 1983.]

VOCATIONAL-TECHNICAL EDUCATION ACT OF 1983

THURSDAY, NOVEMBER 3, 1983

House of Representatives,
Subcommittee on Elementary, Secondary,
and Vocational Education,
Committee on Education and Labor,
Washington, D.C.

The subcommittee met, pursuant to call, at 9:50 a.m., in room 2175, Hon. Carl D. Perkins (chairman of the subcommittee) presiding.

Members present: Representatives Perkins, Boucher, Packard, and Gunderson.

Staff present: John F. Jennings, counsel; Nancy L. Kober, legislative specialist; and Richard DiEugenio, Republican senior legislative associate.

Chairman **Perkins**. The committee will come to order.

We introduced this bill last week along with Congressman Goodling and 21 other cosponsors. This bill is the product of extensive work by the American Vocational Association, the American Association of Community and Junior Colleges, and the National Association of State Directors of Vocational Education.

I commend these three outstanding organizations for their work in drafting a bill and consulting with many other individuals and groups.

We are hopeful that the introduction of this bill and these hearings will help sharpen the issues in vocational education reauthorization and enable this committee to fashion the best possible legislation.

Let me state that the committee is not wed to anything in any pending bill. It is open for discussion and improvement, any way that we feel that will improve the legislation. That is the purpose of these hearings.

We expect, too, that the bill will be amended. But it was the committee's viewpoint that it was a good bill to conduct hearings on—we needed something before us. I am delighted to see so much interest in the legislation.

The first witness this morning will be a gentleman that is on the Appropriations Committee from Alabama, one of the finest men in the whole country, in my judgment, insofar as any type of educational legislation is concerned, or any other type of legislation.

We welcome you here this morning, Mr. Bevill, and we are delighted that you are here. You proceed in any manner that you prefer.

STATEMENT OF HON. TOM BEVILL, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF ALABAMA

Mr. BEVILL. Thank you, Mr. Chairman.

Chairman PERKINS. Any prepared statement will be inserted in the record, and any other material that you have to insert in the record. Just take your time. Go right ahead.

Mr. BEVILL. Thank you, sir. Mr. Chairman, I certainly appreciate the opportunity to appear before this distinguished subcommittee and I guess the bottom line of my testimony here this morning, for which copies have been submitted, is to commend you for the role that you have played in this Nation in education and particularly vocational education. You and your committee and this subcommittee are to be commended for what you have done and what you have accomplished, and for your foresight.

This bill that we are talking about here today, H.R. 4164, the Vocational-Technical Education Act of 1983, is commendable. I know the importance of vocational-technical education from recent experience with the so-called jobs bill, which, as you know, was really an appropriations bill. It accelerated programs that this committee and other authorizing committees had authorized sometime ago, and were to be implemented in the future. But due to the high rate of unemployment, we accelerated the appropriations for those programs in what was referred to as the jobs bill. The Appropriations Committee was kind enough to let me add $40 million in that legislation for the TVA to provide this training, which is similar to what your bill is doing.

It provided for the high-tech training. Of course, this is just a drop in the bucket compared to what your committee authorizes and accomplishes. But I think it illustrates what can work all over the country. I have many steelworkers, for example, out of work, and they have never been out of a job during their 10- 15- 20-year working career. Many of those men will never be called back to work as steelworkers because of the changes in the technology and the changes that are taking place in our economy.

With the cooperation of the TVA and the steamfitters union local in Gadsden, Ala.—they set up a classroom and had a class of 100 unemployed workers, mostly steelworkers. Out of that class which started about 6 or 8 weeks ago, the last report I received showed that over 20 of those have been trained in the technology of pipefitting. And they have all received—20-some out of the 100, have already obtained a job and now they are earning some $14.25 an hour plus the other fringe benefits.

So this is an example of the success of these programs and this vocational education program that you have led for so long and done such a good job with. I don't know of anything, really, that has done more to help the standard of living in my congressional district than the vocational education training that people have received—and for the entire economic development of that area, for that matter, because industry is certainly going to look for this training.

And I wanted to commend the committee for expanding the local advisory groups that you have provided for so that industry will be brought in and consulted on what is needed. Also the adult retraining, which I have just mentioned—with my recent experience with TVA, shows what this can do.

So this is just a sample of what will be the benefits of the legislation you have authorized. I am just here to commend you and congratulate you for the great job you all have done. You certainly have my complete support on each of these provisions in this legislation.

Thank you for permitting me to appear before you and testify.

[The prepared statement of Hon. Tom Bevill follows:]

PREPARED STATEMENT OF HON. TOM BEVILL, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF ALABAMA

Mr. Chairman and Members of this distinguished subcommittee, I appreciate the opportunity to appear before you today to voice my strong support of H.R. 4164, the Vocational-Technical Education Act of 1983.

This bill should be hailed as a responsible and pioneering piece of legislation. I particularly want to express my agreement with three major initiatives it takes in improving America's vocational education program.

HIGH-TECH TRAINING

First, its emphasis on high-tech education is responsive to our economy's immediate and future needs for workers with highly developed technological skills. As you and I know, education, like every other area of life, must adapt to new developments. This bill's emphasis on high-tech training assures our educational system will keep pace with the changes taking place in our job force.

FISCAL RESPONSIBILITY AND ACCOUNTABILITY

Second, this bill's reorganization of vocational education's administrative and advisory components demonstrates fiscal responsibility and accountability. It also creatively fosters the necessary partnership between government and the private sector. By joining with private industry, the return on our government investment in education can be increased. And we can be sure that job preparation will be relevant to the needs of our workplace.

The $200 milllion decrease from the existing Vocational Education Act indicates this bill is fiscally responsible. It proves more can be done for less in government programs, with increased accountability.

I am particularly impressed by the bill's reduction in administrative costs for the vocational programs. The Members of this subcommittee have made a significant contribution to reducing government red tape and you are to be congratulated.

ADULT RETRAINING

Third, the adult retraining section of this bill demonstrates that its authors are well aware of the reshaping already taking place in America's industrial sector. Workers with 10, 15, 20 years or more of experience are finding themselves out of work for the first time in their careers. And many of the plants which laid them off will never rehire them, due to changing demands in the economy.

Our smokestack industries are either fading into lesser roles, or they are adapting by placing advanced equipment into their assembly lines. This new equipment requires workers who have been retrained.

We all realize that high-tech industries are on the rise. These new companies are eager to hire mature workers, but only if they possess the skills which a new generation of students are now learning in school.

That leaves the experienced worker who doesn't possess these new skills out of the job market. The only hope for the unemployed unskilled worker is to become retrained. And the retraining provisions in the Vocational-Education Act of 1983 will enable many of them to gain the skills needed to compete in the new job market.

INCREASED LOCAL CONTROL

This legislation's provision guaranteeing increased local control over both federal vocational funds and the methods of achieving the goals of this newly shaped program are wise steps to take.

I always have advocated reducing the federal government's role in directing our education programs. We must continue to place more control in the hands of our local school boards and institutions.

LOCAL ADVISORY GROUPS

And just as importantly, the increased role of industry advisory groups assures that local vocational educational programs will better repond to changes in local job markets. That will enable more trainees to get better jobs more quickly.

I want to commend the Members of this subcommittee for your efforts in developing this significant piece of legislation, which is so vital to the future of America.

Chairman Perkins. You are telling us that Federal funds have been very beneficial in assisting the country and your State of Alabama in improving vocational education in the past, and we must have Federal funds to shift to high technology jobs in your State of Alabama. Is that correct?

Mr. Bevill. Yes, sir. And when you consider that we appropriated, last year, $20 billion for unemployment compensation, just think how much better we could spend that in training those people. Take that money, and by adding a little more to it, it could be used to train those people where they would be taxpayers rather than being handed a check for nothing. That is not what the people want, as you know. They don't want this unemployment compensation but they have to take it. That is all they have got.

It is so much better to put a little more money with it and let those people get trained and get jobs.

Chairman Perkins. Than it is to use it for unemployment compensation?

Mr. Bevill. Yes, sir. That is what we are doing—we are continually extending unemployment compensation with the high rate of unemployment we have in the Nation. So I think vocational education is a wise investment. I absolutely support the use of Federal funds to train these people or retrain them. And also move into the new areas of high-tech training that this bill provides for.

Chairman Perkins. Mr. Packard.

Mr. Packard. No questions, Mr. Chairman.

Chairman Perkins. Mr. Gunderson.

Mr. Gunderson. Mr. Chairman, I have no questions. I just want to join you in thanking our friend and colleague for coming here and contributing to this whole reauthorization process. I share with you the respect that I think all of Congress holds for you, Tom. And the fact that you have been part of this putting your words on the record is only going to help us, not only on the subcommittee but most importantly, on the floor. Thank you.

Mr. Bevill. Thank you so much.

Chairman Perkins. Come around, panel No. 1. Dr. John Vansant, regional director, vocational region 9, Kentucky; Mr. Charles Chattin, regional director of vocational region 10, Kentucky; Mr. Bronelle Skaggs, regional director of vocational region 11; Mr. Walter Prater, regional director of vocational region 12; Dr.

Charles Wethington, chancellor of the University of Kentucky community college system; and Dr. Henry Campbell, the director of Prestonsburg Community College.

We will start with you, Dr. John Vansant, you commence with your testimony.

STATEMENT OF JOHN H. VANSANT, CHIEF REGIONAL ADMINISTRATOR, VOCATIONAL EDUCATION REGION 9

Mr. VANSANT. Thank you, Mr. Perkins. It is a privilege to be here to testify before this subcommittee. I am John Vansant. I am the chief administrator for vocational education programs in region 9 in northeastern Kentucky.

Our region serves a nine-county area: Morgan County in the south, Bracken County in the north, Montgomery County in the west, Lewis County in the east. It is over 300 miles around our region, and we happen to be the most sparsely settled region in Kentucky .

At the present time our basic industry is agriculture. However, due to the potential of our natural resources, and I am talking about adequate space, water; we have abundant energy. This area will eventually become much more industrialized.

One of the things that has held our region back, however, has been that we do not have a trained labor force. There are approximately 45,000 people employed in region 9. About 10,000 of these jobs are in manufacturing, 6,000 in agriculture, 7,000 in governmental agencies, 18,000 in sales and services, and we have about 4,000 people who commute out of the area for employment.

We have approximately 120,000 people in region 9. Approximately one-fifth of these people are on welfare. They are welfare recipients which probably indicates we have about 10,000 people who are unemployed or underemployed and must be subsidized through welfare payments and/or food stamps to subsist.

In simple terms, each family in region 9 has one extra dependent. However, for tax purposes, this person does not count as an exemption.

A large part of the problem in our region is that only about 40 percent of our adults are high school graduates. The average grade achievement is less than ninth grade. We have an appalling dropout rate of around 40 percent.

We recognize that for these people to enter the labor market, they need to upgrade themselves, first of all, academically. I am talking about communications, math, science. But these skills need to be taught and related to their training goals. This has to be done prior to and/or during training programs.

It is my understanding that this proposed H.R. 4164 has a strong component related to remediation and development of academic skills within the occupational training area.

Also, in the proposal or in the resolution, special needs is addressed for probably age 16 to 21—that vocational education can serve this group well. Many of these people have been failed in the traditionals, secondary or however. Again, we must relate academics to the occupational skill training areas.

We have five centers in region 9 that were built primarily for secondary students. We train secondary students during the day and we second-shift our centers for adults in the late afternoon and evening, and into the night. Sometimes we even third-shifted some of our programs.

We have a tremendous shortage of facilities at the present time in region 9. We have used HUD trailers, garages, and other rented space for programs.

However, just this year, we are constructing a new State vocational technical school in the Morehead area. It is about 40 percent completed. This new facility will contain approximately 15 programs and training opportunity for about 350 students at a time.

The Kentucky Department of Education, through the use of School Building Authority funds, appropriated in excess of $5 million for this facility. We will implement programs for this facility next year, however, we will need an appropriation of about $880,000 extra to operate this facility.

In addition to the construction in Morehead, we are negotiating for additional facilities in the Maysville area, which is about 45 miles north of the proposed or the new school that is being built. This should train an additional 200 adult students but, again, we are going to need another $300,000.

We are growing industrially at a very rapid rate. In the last few months, five new industries have located in our area, which in a year or two will provide 400 more jobs.

The emphasis on training at the adult long-term level in the region, particularly in the Morehead and Maysville area, will be made to supply a trained labor force.

We work with business and industry and have a strong regional advisory committee with business, industry, and education professionals in the makeup of this committee. We experience strong support from the elected officials at the local, as well as the State level, particularly from our legislators at the State level. They help keep us informed on training needs for business and industry.

It is becoming more and more imperative that people training for the world of work, not only learn the skills for the occupation, but they also receive related math, science, and communications skills.

Curriculum will need to be changed to meet these needs, as well as the needs for high technology relationships within the occupations.

An example of this: Just this fall, Kentucky spent $2 million to buy computers of the various types to put into the vocational-technical schools to insure that all adults will have an opportunity to train for computer literacy and related occupation areas related to the use of the computers.

We need to continue emphasis on programs and program changes. But we must never lose sight of the fact that vocational education as a delivery system must serve the needs of people. And, hopefully, these needs are compatible with the occupational opportunities in business and industry.

I support, and I think I am speaking for Kentucky, the concept of a single State agency to administer vocational education.

I also support the Vocational-Technical Education Act of 1983 basically as indicated in H.R. 4164.

I want to emphasize that we need a strong vocational education act; we need a strong Federal commitment.

I realize at this time there is a growing concern of the size of the national debt. However, we recognize that by educating people and putting them to work we can turn this country around and be able to compete in the world economy.

We have need for a strong vocational education act that will lead the way and provide initiative at the national level in accomplishing the mission of providing a trained labor force to meet manpower demands. In fact, I would go farther and say that at some point in time I would hope that a national manpower plan be adopted, perhaps as an outgrowth of the President's Council on Vocational-Technical Education.

This Nation cannot afford idleness, because only through development of human and natural resources can we produce the wealth that is needed to insure the standard of living that we have come to expect and should expect.

Regardless of the cost, we must train and retrain for productivity. An individual who is unemployed is disadvantaged and deserves special recognition and assistance.

Tax dollars at the local, State, and Federal levels come from productive workers. These tax dollars should be spent where necessary to generate productive workers to support and provide services and consumer goods.

A strong vocational education act with adequate funding to support it will lead the way for States in their allocation of funds to prepare young people and adults for productive lives.

That is the end of the statement.

[The prepared statement of Dr. John H. Vansant follows:]

PREPARED STATEMENT OF DR. JOHN H. VANSANT, DIRECTOR, VOCATIONAL EDUCATION REGION NINE, MOREHEAD, KY.

I am John Vansant—I am the Chief Regional Administrator for Vocational Education Region Nine in northeastern Kentucky.

Vocational Education Region Nine serves the ten-county area reaching from Morgan County in the south to Bracken and Mason counties in the north to Montgomery County in the west to Lewis County in the east. It is over 300 miles around the peripheral of the region and it is the most sparsely settled area in Kentucky. At the present time our basic industry is agriculture. However, due to the potential of our natural resources, including adequate space, water, and energy sources; the area that I serve can and eventually will become much more industrialized. One of the things that has held our region back in industrial growth has been the lack of a trained labor force. Approximately 45,000 people are employed in Region Nine. Of these, approximately 10,000 jobs are in manufacturing, 6,000 jobs in agriculture, 7,000 in governmental agencies, 18,000 in sales and services, and approximately 4,000 commute out of the area to work.

We have a population of approximately 120,000 people in Vocational Education Region Nine's service area. Approximately ⅛ of the population in our region are welfare recipients—this probably indicates that we have approximately 10,000 people who are unemployed or underemployed and must be subsidized through welfare payments and/or food stamps to subsist. In simple terms, each additional family in Region Nine has one extra dependent. However, for tax purposes, this person does not count as an exemption.

A large part of the problem in Region Nine is that only about 40 percent of our adults are high school graduates, and the average grade achievement of adults is less than ninth grade. These people need training programs to upgrade their basic skills in communications, mathematics, science, and to develop concepts of self-worth to help them in establishing training goals. This must be done prior to and/or during training programs to develop occupational skills to meet business and industry needs. It is my understanding that the proposed bill, H.R. 4164, has a strong component related to remediation and development of academic skill training; this I favor.

Vocational Education Region Nine, in additon to traditional vocational education programs in agriculture and home economics found in local high schools, has five vocational educational centers. These centers are utilized to train secondary students in selected occupational areas during the day and to train adults on a second shift basis in the evenings and at night. A shortage of facilities for training vocational students in the trade and industrial and health areas has been recognized for a long time; and just this year, we are currently constructing a state vocational-technical school to serve adult long term students in Region Nine. This new facility near Morehead will contain approximately 15 programs and will have training slots for 350 students at any given time. The Kentucky Department of Education, through the use of School Building Authority funds, appropriated in excess of 5 million dollars to construct and equip this new facility. We will implement programs in this facility next year. However, an additional $880,000 will be needed during the 1984-85 school year in order to employee personnel and to operate the facility.

In addition to the construction near Morehead, we are negotiating for additional facilities in the Maysville area. If we are successful in this negotiation, we will be able to expand program offerings at the adult long term level to more nearly meet the industrial and health needs for trained personnel there. We expect, during the 1984-85 school year, to initiate in the Maysville area a vocational-technical school capable of training approximately 200 adult long term students at any given time. The need for growth in facilities at Maysville is pointed up because of a distance of 45 miles from the state vocational-technical school in Morehead and the growth expected in the Maysville area by business and industry. Again, additional funding of approximately $300,000 will be needed to staff and operate this facility during the 1984-85 school year.

Vocational Education Region Nine is growing industrially at a very rapid rate. Indicative of this—five new industries have located in the area in the last few months. These industries will employ an additional 400 people within the next year or two. Emphasis on training at the adult long term level both in Morehead and Maysville will be made to supply a trained labor force when these industries are ready to employ workers.

We work with business and industry and have a strong regional advisory committee made up of business, industry, and education professionals. Also, we experience strong support from the elected officials at the local, as well as the state level, particularly our legislators, to help keep us informed of training needs for business and industry.

Preparing people for the world of work—it is becoming more imperative that they not only learn the skills within the occupation, but that they also receive the related math, science, and communication skills necessary to grow with that occupation. Curriculum will need to be changed to meet these needs, as well as the needs for high technology relationships within the occupations. As an example: Kentucky is equipping all vocational-technical schools with computers so that all adult long term students can learn computer literacy. Computers can be utilized to provide related instruction within the occupational areas.

We need to place continuing emphasis upon programs and program changes, but we must never lose sight of the fact that vocational education as a delivery system must serve the needs of people and that these needs are compatible with occupational opportunities in business and industry.

I support the concept of a single state agency to administer vocational education. I also support the Vocational Education Act of 1983 as indicated in H.R. 4164. I want to emphasize that we need a strong vocational act—we need a strong federal commitment. I realize, at this time, there is growing concern about the size of the national debt, however, we recognize that by educating people and putting them to work that we can turn this country around and compete within the world economy. We have need for a strong vocational education act that will lead the way and provide initiative at the national level in accomplishing the mission of providing a trained labor force to meet manpower demands. At some point in time I would hope that a National Manpower Plan be adopted, perhaps as an outgrowth of the President's Council on Vocational-Technical Education. This nation cannot afford idleness, because only through development of human and natural resources can we produce the wealth that is needed to insure the standard of living that we have come to expect. Regardless of the cost, we must train and re-train for productivity. An individual who is unemployed is disadvantaged and deserves special recognition and assistance. Tax dollars at local, state, and federal levels come from productive workers. These tax dollars should be spent where necessary to generate, at all levels, productive workers to support and provide services and consumer goods. A strong vocational education act with adequate funding to support it will lead the way for states in their allocation of funds to prepare young people and adults for productive lives.

A Maximum Program for Education—Now Is the Time

Isn't it time we abandon the concept of developing a "minimum program" for education and concentrate on developing a "maximum program" for education? The idea of adhering to a minimum program immediately connotes a negiative approach to the situation. A positive approach toward solving the problems inherent in an educational environment involve initiation of concepts that allow for best use of human and material resources.

No attempt is made in this article to outline a maximum education program, i.e., a recipe for providing an educational program utilizing most effectively the available resources.

The teaching-learning process dictates a dyadic relationship between the teacher and the learner. This relationship must have positive attributes if intentional teaching produces desirable behavioral changes (learning) in students being taught.

Our educational system within this nation has the noble goals of providing for: economic producers, worthy home members, high self-worth of individuals, and civic responsibility assumed by all. These goals are the product of a viable educational system staffed with dedicated competent teachers, administrators and support staff and provision made for adequate facilities, equipment, and supplies to enhance optimum opportunities for every student.

Our political system in this nation provides opportunity for selection of representatives at all levels and in all branches to meet our socio-economic needs under a constitutional form of government. Continual support of this system and the changes needed to perpetuate the system depend upon viable educational delivery systems. Education has been termed by many as the fourth branch of government because of its support of the executive, judicial, and legislative functions. Education has special meaning and influence on our society due to the fact that each individual has been a student within the system and has experienced behavioral change (positive or negative) as a result of tenure within the school environment.

The goals mentioned above for an educated person (economic producer, worthy home member, high self-worth, and civic responsibility) are each inherent within our form of government. The extent to which each individual achieves these goals determines the quality of life of the individual within our political, socio-economic system.

The awesome responsibility which is thrust upon the educational community must be accepted as a challenge. Provision must be made within the system, however, to initiate the necessary changes for providing maximum educational programs to meet this responsibility.

Our nation has developed a syndrome within our economic system. Namely, less (product and/or service) for more (money, inflated annually). This syndrome has produced the paradox of recession-inflation due to reduced productivity. High unemployment has eroded our tax base, reducing services and increasing our level of indebtedness.

Since education continues to be an important facet of our society, the impact of this institution on our political, socio-economic system is evidenced.

Education, as an institution, "mirrors" the society of which it is a part. Whether education leads or follows trends is queried. What impact has our educational system had on the political, social, and economic order in which we find ourselves "entangled"? Our society is faced with problems which tend to defy solution; namely: (a) pressure groups determining policy, (b) low productivity resulting in recession and inflation, (c) mass media's intentional fallible advertising, (d) poor nutrition, (e) pollution—just to name a few. If education offers opportunities for us to look at our socio-political-economic situation and determine problem areas for solution, why have we been unable to provide adequate alternatives for solving our problems before they reach such alarming proportions? Indications are that our educational delivery system has not been adequate, and the minimum program we have "criteriaed" is inadequate. Problems we face as a society today must be approached with a maximum effort to utilize more effectively the available human and material resources. Some suggestions to help us move from a "minimum education program" to a "maximum education program" may include:

(1) Eight-hour work day for professional and support staff with available time for preparation and evaluation within the teaching-learning environment.

(2) Ten-month regular school term from August through May or from September through June; this would allow for 190–200 days of instruction.

(3) Two-month optional summer school term for accelerated, make-up, or vocationally-oriented students.

(4) Provide alternatives for students that will permit them to set educational goals and/or objectives; help students set realistic goals for themselves, but permit them to work at a rate designed to fulfill their potential. Assist students by identifying their strengths and weaknesses, then provide developmental and remedial programs, including employability skills, to meet their needs.

(5) Provide an "open climate" with opportunity for students to learn self-discipline in their behavioral changes resulting from the learning process. Teachers who are "open-minded" and who can provide desirable images for students are necessary for effecting this "open climate."

(6) Program budgeting is necessary for allocation of resources; management by objectives to effectively monitor resource utilization is imperative for continuing evaluation.

(7) Resources must be allocated by "dealing on top of the table" with all facets of the educational community involved, including citizen advisory participation.

(8) School laws and state board policies must be adhered to by local adoption and by monitoring at the local and regional levels to assure compliance. This provision will insure that all students are equitably served and that resources are applied to meet their educational needs.

(9) Regionalization of local education agencies to provide for coordination of services and cooperative purchasing and bidding. Also, the use of price contracts and central stores should be utilized to allow for greater cost-effectiveness.

(10) Provide a method of integrating educational delivery systems (elementary, secondary, and vocational education) so the needs of individuals will be met in a unified manner. Integration should be at state, regional, and local levels.

(11) Utilize the team approach for planning, resourcefulness, implementing, management, and evaluation (PRIME). The team is the PRIME mover.

By moving toward a maximum education program from a minimum education program, the folliwing "stumbling blocks" may be turned into "stepping stones":

(1) Less than a six-hour instructional day expanded into a six-hour (plus) instructional day with adequately prepared staff.

(2) 175 (minus) school year expanded to a 190 (plus) school year.

(3) Summer lost for providing additional opportunities for students desiring and/or needing additional instruction replaced by a two-month optional school term provided for students to pursue accelerated, make-up, or vocational programs.

(4) Stereotyped and general program qualification students are provided opportunity to set goals and be involved in realistic activities to help them achieve these goals.

(5) Schools with "closed climate" staffed by dogmatic staff utilizing external control are opened up and opportunity for students to learn self discipline is provided.

(6) Budgeting that is centrally done and handed down to teachers with "creaming" for special interests should be reversed. The budget should be developed with needs of students as primary concern and resource utilization is managed to reflect activities implemented to meet student learning needs.

(7) "Dealing under the table" is reversed and decisions are made openly in determining how resource utilization is prioritized.

(8) School law and board policy interpreted and politically expedited is monitored to assure compliance and insure that delegation of authority from the state level to the local level is not through proselytism.

(9) Inadequate services for staff and students and over-indulgence to local purchasing is changed to provide greater opportunities for providing services and increased purchasing power by combining needs and taking advantage of options outside the local community.

(10) A narrow range of educational opportunities is expanded to provide greater opportunity for students.

(11) The "one man show" is abandoned to allow for decision making to be made by those affected by the decision. A system utilizing the team approach involving planning, resourcefulness, implementing, management, and evaluation is effected. (PRIME)

A maximum education effort is needed to turn our "low ebb" of political, social, and economic plight into a "high tide" of productivity nurturing the creativity for each of us to become economic producers, worthy home members, individuals with a strong sense of self-worth, and awareness of the civic responsibilities we share.

An educated citizenry is the strongest "offense" a nation can provide. A maximum program for education at all levels is imperative in winning the struggle against greed and inhumanity at all levels.

(This article was written by: Dr. John H. Vansant, Regional Administrator, Vocational Education Region Nine, P.O. Box 698, Thirty-two South Christy, Morehead, Kentucky 40351.)

Chairman PERKINS. You have made a good statement. And I agree with you that if we don't spend more money and do more about it there are going to be more people on welfare.

Mr. VANSANT. That is right.

Chairman PERKINS. We will come back within 6 or 8 minutes, and the committee will recess for a vote. Mr. Packard has gone, and Mr. Gunderson and I will vote and come right back.

[Recess.]

Chairman PERKINS. The committee will resume its sitting.

Our next witness is Charles Chattin, regional director of vocational region 10, Kentucky.

Go right ahead, Charles.

STATEMENT OF CHARLES E. CHATTIN, REGIONAL ADMINISTRATOR, VOCATIONAL EDUCATION REGION 10

Mr. CHATTIN. Thank you, Congressman. I am Charles Chattin, regional administrator for vocational education from region 10, Ashland, Ky.

I wish to thank you and the entire Congress for the excellent support you have provided for vocational education over the past 20 years. Thank you for this opportunity to present our views on House Resolution 4164.

Vocational education region 10 is composed of five counties in eastern Kentucky, which is very capably represented by Congressman Carl D. Perkins.

The five counties are Boyd, Carter, Elliott, Greenup, and Lawrence. All are in the Appalachian region of Kentucky.

Vocational education is provided to the citizens of the region through vocational education centers in Boyd, Carter, Russell, Independent, and Greenup Counties; a vocational education department in Lawrence County High School; the Ashland State Vocational-Technical School; and the Ashland Community College; and each of the 11 high schools in the region.

We believe House Resolution 4164 is a good bill—one that we can support completely. We believe it is the finest piece of vocational education legislation since the 1963 Vocational Education Act.

I would briefly like to just make a few comments on some of the things in which we are very proud that is included in this legislative bill. We feel a lot of work has gone into it—many things that we cannot interpret, but overall for the State of Kentucky, we feel that it is a tremendous piece of legislation.

We are most happy that adult training and retraining is included in this bill. One time before I made statements that said we should have more than a 15 percent set-aside for adult and upgrade training. We are happy that the 30 percent is in the bill. We have some—the only concerns we have maybe it should be higher.

Maybe we need more than 30 percent with the way that the growing unemployment is in this country and the adults and the retraining that is necessary for people today. Again, it may be done by a higher funding level. But we are very concerned about them.

The improvement and strengthening of the institutional base of vocational education from the standpoint of being sure that the bill has in it clear enough that it is not just an interpretation of keeping the base of vocational education sound. Programs that are still good today should be upgraded. We are in deplorable shape as far as equipment is concerned with new technology and having the amount of equipment needed to carry these programs on.

So I hope that that part of title II, part A, is covered well enough that down the line we don't have some wrong interpretations of it.

The supportive services—we feel was well covered in it, for work-study, cooperative vocational education, and other services addressed in the act. We do feel that this will and has in the past provided quality vocational education.

We believe in the involvement of business, industry, and labor to be a vital part of vocational education. We feel that the advisory committee—we feel that in the bill itself is well enough covered to be sure that industry, business, and labor is represented and advisory capacities from the very ground level right on up to the top of the State. We think this is very important.

I am sure that most States always has used the advisory committees and, therefore, we support it very wholeheartedly.

We like the industry-education partnership for training of high technical areas.

We can see at the present time by our new building that we are building at the present time and going into instrumentation that I don't feel like that the Federal Government, the State government, will ever be able to come up and provide adequate funding to completely fund some of these high-tech programs.

So I think when we get involved with industry, they take a part in it, they provide a certain amount of the finances or the equipment of in-kind that I think it is a very healthy situation.

Therefore, in the rest of the parts of the Act as far as reading them, I feel like it is well covered. I don't see that the State of Kentucky has any problem with living with any part of this bill. We do recommend the passage of House Resolution 4164.

Thank you.

Chairman PERKINS. Thank you very much, Charles, for a good statement this morning.

[The prepared statement of Charles E. Chattin follows:]

PREPARED STATEMENT OF CHARLES E. CHATTIN, REGIONAL ADMINISTRATOR, VOCATIONAL EDUCATION REGION 10, ASHLAND, KY.

I am Charles E. Chattin, Regional Administrator for Vocational Education Region 10.

I wish to thank you, and the entire Congress for the excellent support you have provided for vocational education over the past 20 years. Thank you for this opportunity to present our views on House Resolution 4164.

Vocational Education Region 10 is composed of five counties in eastern Kentucky. All are in the 7th Congressional District which is very capably represented by Congressman Carl D. Perkins. The five counties are: Boyd, Carter, Elliott, Greenup, and Lawrence. All are in the Appalachian region of Kentucky. Vocational education is provided to citizens of the region through vocational education centers in Boyd, Carter, Russell, and Greenup; a vocational education department in Lawrence County High School; Ashland State Vocational-Technical School; Ashland Community College; and each of the eleven high schools in the region.

We believe House Resolution 4164 is a good bill—one that we can support completely. We believe it is the finest piece of vocational education legislation since the 1963 Vocational Education Act.

There are several points that we are especially happy to see addressed at the national level, some of them are:

(1) Adult training/retraining—we feel that vocational education must be equipped to prepare individuals for initial employment and to re-train large numbers of workers who are displaced by advances in technology. Our only concern here is that the 30 percent setaside might be low.

(2) Improvement and strengthening of the institutional base of vocational education. We believe our existing programs must be updated and improved if they are to meet the challenge of rapid technical change. We must update facilities, equipment, and school personnel at all levels.

(3) Supportive services—we are pleased to see support for work-study, cooperative vocational education, and the other services addressed in the act. They are necessary if we are to provide quality vocational education.

(4) We believe the involvement of business, industry, and labor to be a vital part of vocational education. We believe the requirement, and support for advisory committees provided in the bill will insure the assistance and support of the private sector.

(5) We like the industry-education partnership for training in high technology occupations provision of the act. We believe this, or similar types of cooperative effort will be necessary to identify and implement the training needed for these fast-changing occupations.

We recommend passage and funding of House Resolution 4164 as soon as possible.

Thank you.

Chairman PERKINS. Now we will hear from Mr. Bronelle Skaggs, vocational region 11, Kentucky. Go ahead.

STATEMENT OF BRONELLE SKAGGS, REGIONAL ADMINISTRATOR, VOCATIONAL EDUCATION REGION 11

Mr. SKAGGS. Mr. Chairman, other distinguished members of this committee, I want to thank you for the opportunity to make a presentation this morning. I am Bronelle Skaggs, vocational education regional administrator from Paintsville, Ky. I am responsible for six vocational schools located in Pike, Floyd, Martin, Magoffin, and Johnson Counties.

Our region is located in the eastern mountains and coal fields. We are responsible for six vocational schools in that area. We have approximately 2,000 students enrolled plus the students in seven school districts, 19 high schools. There are about 5,000 additional vocational students enrolled in those schools.

Now, currently in the programs that we are directly responsible for, about 792 of these are postsecondary or long-term students. The impact on the lives of the people in eastern Kentucky has been tremendous in the last 45 years, and even before that, through vocational education.

This success has been made possible because of local, State, and Federal support for vocational education. This collective effort has been extremely important and in my opinion needs to continue.

The Vocational-Technical Education Act of 1983, H.R. 4164, is a sound approach to providing vocational and technical education services to the people of the area that I live in, I believe.

We have some specific needs in this region, and I want to share some of those with you. Our programs are overcrowded with long waiting lists, especially in the postsecondary areas. There are approximately 180 on the waiting list at the Mayo State Vocational-Technical School in Paintsville, Ky. Some of these people on the waiting list because of changing job demands and probably because of changing technology. Part A of the basic grant section of this act addresses this problem.

We need to implement fully evening programs to meet this demand and to use our facilities more efficiently. Our State cannot afford to fund these programs and we need Federal assistance to do this.

With changing technology, we need to update our staff, equipment and our curriculum. Students must be prepared to work in a modern industrial setting. It seems to me that the basic grant section goes a long way toward meeting these needs.

Many of the students who enroll in our schools are economically and educationally disadvantaged. This legislation addresses these needs. With our programs becoming more technical in nature, the basic educational skills required to be successful in vocational and technical education are increasing.

We need to do a better job, in my opinion, in science, math, reading, and communicative skills. And we need assistance from the Federal funding level to meet these needs.

Another area that we have problems in is in the area of guidance and testing services. We currently have three counselors serving 2,000 students. This counselor/student ratio far exceeds any recommended standards. Part C under title II of this legislation appears to go a long way in meeting these needs.

Many people believe the fragmentation of the American family is accelerating at an alarming pace. According to some U.S. Census Bureau figures, in 1955 approximately 300,000 children annually were involved in a divorce. In 1980, this number had increased to approximately 1 million children annually.

It seems to me that national attention needs to be focused on this problem. Part B, consumer and homemaking education, relates to this area.

Our counselors tell me that many of our students are missing school because of family problems and personal problems. We are happy to see the funding set aside for consumer and homemaking education.

As Mr. Chattin said a few moments ago, high technology presents a challenge to us. Without help from this legislation, it seems to me that in many cases we will not be able to meet the needs in high technology.

The large surface mines in our area use electro-haul trucks to haul coal. These cost hundreds of thousands of dollars and we will never have the opportunity to purchase those to train our students. So a partnership relationship with business and industry as has already been described seems extremely important to me.

Part F under title II of this bill deals with adult training and retraining. It appears that our work force is going to have to be retrained in many instances in order to get back into the job market.

We are even told that in the future in eastern Kentucky that robots may mine coal in the underground coal mines. If this should happen, retraining of our work force would become a necessity and we would welcome assistance under this portion of the legislation.

Also in the legislation it talks about day care centers. We have a day care center and it is rendering a great service. Some of our people, both male and female, have children in the day care centers—and they could not go to school without this service.

There are some areas in this bill that we strongly support. The sole State agency, with a State director of vocational education is extremely important. Vocational and technical education is too important to be void of strong control and strong direction, strong leadership and strong administration.

The 30-percent set-aside for postsecondary and adult vocational and technical programs is acceptable. It could be higher. I believe the State of Kentucky spends more than that currently.

It is important not to lose sight of the secondary vocational programs because waiting to introduce students to vocational and technical education until they graduate or quit high school would be a disaster, in my opinion. I would certainly be opposed to having all the money go to the postsecondary level but I am sure it needs to be higher, perhaps, than the 30 percent.

The 3-year State plan for vocational education seems reasonable. We contacted some of the local school districts in our area and they said they would like to have a 1-year plan for the local school districts instead of a 3-year plan as is outlined in this bill, although I don't think that is an extremely serious issue with it.

The use of advisory counsels, as has already been mentioned, is very important. We have some strong advisory councils in our area and we are appreciative of them.

In conclusion, the youth and adults in our complex society who have no marketable skills are in serious trouble. The dignity of work must be enhanced in this country. The Vocational-Technical Education Act of 1983, if it becomes law, will provide great assistance to us in eastern Kentucky to help meet the needs of the people so they can live a more productive life.

Mr. Chairman, and other members of this committee, I sincerely thank you for allowing me to make this presentation.

Chairman **Perkins**. Thank you very much.

[The prepared statement of Bronelle Skaggs follows:]

PREPARED STATEMENT OF BRONELLE SKAGGS, VOCATIONAL EDUCATION REGIONAL ADMINISTRATOR, PAINTSVILLE, KY.

I am Bronelle Skaggs, Vocational Education Regional Administrator from Paintsville, Kentucky. I am responsible for six vocational schools located in Magoffin, Johnson, Martin, Floyd, and Pike Counties. Our region is located in the eastern mountains and coal fields. These schools have an enrollment of approximately 2,000 students. Currently, 792 of this total number are post-secondary students. The impact of vocational education on the lives of the people of this region has been tremendous during the last forty-five years. This success has been possible because of the local, state and national support we have received during this interim. To continue to provide a modern vocational-technical program for our people, this collective effort must be continued.

The Vocational-Technical Education Act of 1983, H.R. 4164, is a sound approach to providing vocational and technical education services to the people of our area, and I believe, to the people of this nation. We have some specific needs in our region and I want to share them with you. Our programs are over-crowded with a long waiting list in most post-secondary areas. There are approximately 1820 on the waiting list at the Mayo State Vocational-Technical School in Paintsville, Kentucky. Some of the people on this waiting list are there because of changing job demand and probably changing technology. Part A of the Basic Grant Section of H.R. 4164 addresses this problem. We need to implement full-time evening programs to meet this demand. Our State cannot fund these programs and we need federal assistance. With changing technology, we need to update our staff curriculum and equipment more rapidly than we are able to do. Students must be prepared to work in a modern industrial setting. Under the Basic Grant Section funds would be made available to meet these needs.

Many of the students who enroll in our schools are economically and educationally disadvantaged. This legislation addresses these needs. With our programs becoming more technical in nature, the basic educational skills required to be successful in the vocational-technical areas are becoming more demanding. We need special courses in reading, science, mathematics, and communicative skills to reinforce basic education so our students can be successful. We have courses in three (3) of these areas. We need further assistance to expand our curriculum to meet these needs.

Guidance and testing services for our students have been over-extended and unrealistic. Currently, we have three (3) counselors serving 2,000 students. This counselor/student ratio far exceeds any recommended standards. Part C—Comprehensive Career Guidance and Counseling is welcomed in our area and hopefully will become a reality.

Many people believe the fragmentation of the American family is accelerating at an alarming pace. According to the U.S. Census Bureau in 1955 approximately 300,000 children annually were involved in a divorce. In 1980 this number had increased to approximately one million annually. It seems to me that national attention needs to be focused on this problem and Part B—Consumer and Homemaking Education relates to this area. Our counselors tell me that many of our students are missing school because of family and personal problems. Consumer and homemaking education needs to be taught with greater intensity, it would seem, at the secondary, postsecondary, and adult levels.

High technology presents a challenge to us. Without the help of this legislation, in many cases, we probably cannot provide extremely expensive equipment to prepare students in the high technology areas. The large surface mining operations in Martin County use electro-haul trucks that cost far more than we can ever afford. A partnership relationship with business and industry as decribed in Part D of this bill seems most appropriate. To meet the needs of our students we need this section in the legislation. There are some areas that business and industry can help us greatly and would be willing, in many cases, to form this important partnership.

Part F of this Bill deals with adult training and retraining. It appears that some of our work force in eastern Kentucky may have to be retrained before they will be reemployed. Some people are even predicting that some underground mining will be done by robots. If this should happen, retraining some of our work force would become a necessity and we would welcome assistance under this portion of the legislation.

There are some other areas in this Bill that we strongly support. The sole state agency with a state director of vocational education is most important. Vocational and technical education is too important to be void of strong control and strong direction. We do not have time to attempt to wrestle funds from other agencies. When students come to our schools, they come to improve themselves and their employment opportunities. Their educational needs and the desires deserve our best effort. We want to give it to them.

The 30 percent set aside for post-secondary and adult vocational-technical programs is acceptable. It is important that we not lose sight of secondary vocational programs because waiting to introduce students to vocational and technical education until they graduate or quit high school would be a disaster in my opinion.

The 3-year state plan for vocational education seems reasonable. We contacted some of the local school districts in our area and they feel local boards of education should submit only a 1-year plan to the state. In this Bill a 3-year plan is required.

The use of advisory councils as outlined in the legislation seem most appropriate. Through the years vocational education has received strong citizen support. In our area the help and dedication of the community to vocational education has been very strong. Local business people, most of whom serve on our advisory council, have funded home construction projects for our carpentry class and have helped in many other ways.

In conclusion, youth and adults in our complex society who have no marketable skills are in serious trouble. The dignity of work must be enhanced in our country. The Vocational-Technical Education Act of 1983, if it becomes law, will provide great assisance to us in eastern Kentucky to help our people have a more productive life.

Mr. Chairman, I sincerely thank you for allowing me to make this presentation.

Chairman **Perkins**. Our next witness is Mr. Walter Prater, of vocational region 12, Hazard, Ky. Go ahead, Walter.

STATEMENT OF WALTER PRATER, REGIONIAL ADMINISTRATOR, VOCATIONAL EDUCATION REGION 12, HAZARD, KY.

Mr. **Prater**. Mr. Chairman, members of the committee, I want to thank you for inviting me here today. I am Walter Prater, vocational education regional administrator from Hazard, Ky.

I am responsible for six vocational schools in the area I serve. I also work with local districts, the community college, and other educational entities. We are located in the Kentucky River Valley which is in the Seventh Congressional District and is in the heart of the coalfields of eastern Kentucky. As most of you who read your newspapers know that the coal industry has been down for the past couple of years, therefore creating serious unemployment problems.

I am happy to state that the indicators are that coal is on the move again, not drastic, but moving upward. And certainly that was evident yesterday by the number of coal trucks that travel the highways when the coal is being removed from the earth.

Since 1963, there has been a strong vocational thrust in America, and certainly in Kentucky. In 1983, an even stronger Federal thrust is needed for vocational technical education to meet the needs of a technological society.

We had the first industrial revolution and it was predicted that we could not meet the technical changes that came about. Industrialization of coal mining brought in new equipment, very highly sophisticated. We met that challenge.

The second industrial revolution, the computer age or whatever, all of the high technology, we are going to meet that challenge as well. I think it will come about due to the foresight of you, Congressman Perkins, and the Congress of the United States, the educators across this Nation, and the sound leadership that we have.

We believe each individual is entitled to work preparation through quality education and training in line with their aptitudes, abilities to carry forward. And that preparation should include the development of their attitudes, certainly skills, and knowledge to obtain and hold a job. And then, of course, for retraining as the need may occur.

The basis, as I see it, for a Federal investment in vocational education remains basically the same today as it was more than a half century ago when Congress established the concept of Federal support through the Smith-Hughes Act.

I would like to further emphasize that I regard as the fundamental purpose underlying this whole measure; namely, that it designs, through Federal effort, to lead the way which all the States may follow toward greater industrial and technological efficiency and better citizenship for our young women and young men.

Its purpose is to stimulate and encourage stronger State action along educational lines with the central idea of promoting that equality of opportunity which this country owes to all, rich and poor alike.

I am generally opposed to the administration's consolidation act of adult vocational education. I support, of course, a separate bill for the vocational-technical education programs. I feel the missions as set forth in the statements of purpose better meets our needs in vocational education. Combining the bill would eventually lead to not easier administration and less Federal paperwork, but decreased funding for both, and inhouse competition. Any time you have agencies consolidated, of course, you have got the inhouse competition for the available funds appropriated.

The Vocational-Technical Education Act emphasizes technological change; whereas the Vocational and Adult Education Consolidation Act focuses more so on national economic development.

I see the overriding theme for reauthorizing a new Vocational-Technical Education Act in improving the quality of vocational education at the local and State levels. And, really, that is what we are all about, is to incorporate within the legislation those features which will provide for a sound program in vocational education for all of our people: Those who are training for the world of work, plus those who need retraining.

The Vocational-Technical Education Act of 1983 statement of purposes defines a broad range of specific purposes to be carried out. This includes types of programs to be supported and populations to be served. It tends to focus on meeting the challenge of our technological society that we are living in.

The act would assist States to expand and improve ongoing vocational and technical education programs, develop new programs and afford ready access to vocational education to persons of all ages, and assist the disadvantaged, the handicapped, and other special populations.

The act further provides for the improvement of the knowledge and skills of students in math, science, written and verbal communications, and building the capacity to train, retrain and upgrade employed workers and assisting communities that are depressed.

The Vocational-Technical Education Act would establish a permanent authorization for funding programs in vocational-technical education. We feel this is a very important aspect of this act.

The act promotes private sector investment designed to improve the quality of vocational education. I think in Kentucky we have been utilizing the private sector for many years. From the grassroots, as has already been stated, all the way up through the top level management, advisory councils are utilized in all program planning, securing of equipment, curriculum, conduct of programs—we involve our private sector people.

Kentucky is currently exceeding the 30 percent set-aside for adult/postsecondary vocational education. Therefore, we see no problem with this part of the act. If anything, we do need more money in that particular category. So we would support this particular section.

We have waiting lists, like Mr. Skaggs mentioned, people who are in need of programs, they are need of training, retraining, that we are unable to accommodate at this time.

The act has a built-in floor level for the handicapped. We are committed to the handicapped and we have no quarrel or no problem with this area of the act.

Vocational education should be coordinated by the sole State agency. Fragmentation in this area simply would tend to disorganize and deteriorate the forward progress of education, in particular in Kentucky.

We support the concept of no supplanting of funds at the local/State level. Overall maintenance of effort by the States should be continued.

We have no objections to the distribution of funds on a formula basis but we do need possibly to be able to have a uniform matching percentage. When we deal with local districts, the criteria that is applied to those districts in some cases causes some problem, and in particular, the administration and management of the money.

We think the bill must provide for maintenance of existing programs. I guess I have a concern that we write that in clear enough language that there is no question about the maintenance of ongoing programs within the law.

In the depressed areas found in the Seventh Congressional District of Kentucky, Federal funds must be available to support the existing vocational programs for the disadvantaged persons. We have a high percentage of disadvantaged people enrolled in our vocational programs. We need the additional funds to support those programs.

We, too, would prefer the 1-year local planning based on evidence that we get from our local school people. There is paperwork involved; there is time involved. The amount of money that a small independent district would receive is hardly worth the effort that they need to put forth on a 3-year plan.

Title III of the act appears to contain duplicate funding and responsibilities for a national center and 10 research institutes. This title may need further study in an effort to coordinate and consolidate overlapping activities and responsibilities. I am not sure that is a real problem but it does need further scrutiny, I believe.

The advisory committee on research and program improvement appears to duplicate many of the responsibilities charged to the President's council under title III, national programs.

Cross-representation, it seems to me, for the Job Training Partnership Act and vocational education planning groups would strengthen cooperation and coordination as called for under title III of the act.

In summary, the basis for Federal investment in vocational education is very clear. Educating people, the most precious resource I think that we have, and putting them to work, is an ongoing, long-range need and commitment, if we are to turn this country around and improve the work ethic, increase production, increase the productivity of business and industry, and compete in a world economy which is high technology to deliver goods and services in the marketplace.

From the chair I sit in, this is a good piece of legislation for vocational education and I support its passage.

Thank you.

Chairman **Perkins**. Thank you very much, Walter.

[The prepared statement of Walter Prater follows:]

PREPARED STATEMENT OF WALTER PRATER, ADMINISTRATOR, VOCATIONAL EDUCATION REGION 12, HAZARD, KY.

I am Walter Prater, vocational education regional administrator from Hazard, Kentucky. I am responsible for six vocational schools in Breathitt, Knott, Lee, Leslie, Letcher, Perry, Owsley, and Wolfe Counties. I also work with eleven local school districts in these eight counties. We are located in the Kentucky River Valley which is in the 7th Congressional District and is in the heart of the coal fields of eastern Kentucky. Since 1963 there has been a strong Federal thrust for vocational education in America. In 1983 an even stronger Federal thrust is needed for vocational-technical education to meet the needs of a technological society.

It is the philosophy of the administration, faculty, and the regional advisory council of Vocational Education Region Twelve that people make the greatest contribution to themselves and to society through useful and rewarding work, and that each individual's opportunity to perform useful and rewarding work depends largely upon his or her preparation for work.

We believe each individual is entitled to work preparation through quality education and training in line with his or her interest, aptitude, ability and needs, and that preparation should include the development of attitudes, skills, and knowledge adequate to obtain and hold a job and to advance on the job.

We further believe that well trained people are necessary if our Nation is to attain the goals of increased productivity and economic development, and recover the prosperity that this Nation has experienced at both the State and National levels for the past several decades.

The basis for a Federal investment in vocational education remains the same today as it was more than a half century ago when congress established the concept of Federal support through passage of the Smith-Hughes Act. The goal is to strengthen vocational education's ability to prepare a skilled workforce and to help solve certain national economic and social problems through a partnership of Federal, State, and local governments.

I would like to further emphasize what I regard as the fundamental purpose underlying this whole measure; namely, that it designs, through Federal effort, to lead the way which all the States may follow toward greater industrial and technological efficiency and better citizenship for our young women and young men. Its purpose is to stimulate and encourage stronger State action along educational lines with the central idea of promoting that equality of opportunity which this country owes to all, rich and poor alike.

The national needs of today that vocational education can help address are clearly part of the Federal agenda. They include:

1. Responding to the need for a skilled labor force without regard to State boundaries.
2. Retraining displaced workers and other unemployed citizens for available jobs.
3. Training the workers required for the buildup of our national defense capacity.
4. Offering the extra services required to make the disadvantaged employable.
5. Providing depressed communities the capacity they need to offer vocational education programs of high quality.
6. Strengthening collaboration between vocational education and the Department of Labor in efforts to give disadvantaged Americans the special help they need to become employable.

I am generally opposed to the administration's consolidation act of adult and vocational education. I support a separate bill for vocational-technical education. They have separate missions as set forth in the statement of purpose. Combining them will eventually lead to not easier administration and less Federal paperwork, but decreased funding for both, and in-house competition for the resources available. The Vocational-Technical Education Act emphasizes technological change; whereas, the Vocational and Adult Education Consolidation Act focuses on national economic development.

The overriding theme for reauthorizing a new Vocational-Technical Education Act is improving the quality of vocational education at the local and State level.

The "Vocational-Technical Education Act of 1983" statement of purposes defines a broad range of and specific purposes of the act. This includes types of programs to be supported and populations to be served. It tends to focus on meeting the challenge of technological change. The act would assist states to expand and improve ongoing vocational and technical education programs, develop new programs and afford ready access to vocational education to persons of all ages, and assist the disadvantaged, the handicapped and other special population groups. The act further provides for the improvement of the knowledge and skills of students in math, science, written and verbal communications, building the capacity to train, retrain and upgrade employed workers and assisting communities that are depressed.

The Vocational-Technical Education Act would establish a permanent authorization for funding programs in vocational-technical education.

The act promotes private sector involvement designed to improve the quality of vocational education. Advisory groups would serve as a primary linkage representing the private sector.

The act proposes to assist States to provide traininng and retraining for adults, to include upgrading displaced workers. The act provides a separate title and authorization to provide services and special activities to special population groups.

Research, curriculum development, personnel development and other components of program improvement are contained in the act.

Kentucky is currently exceeding the thirty percent set-a-side for adult/post-secondary vocational education recommended in the act. Funding is very inadequate at all levels in Kentucky to support adult/post-secondary vocational education and should be expanded. We support the tendency in the bill to have fewer set-a-sides. We will continue to seek out and serve the disadvantaged, who make up the majority of our clients in the eastern Kentucky area.

The act has a built-in floor level for handicapped. We do not object to a set-a-side for handicapped although we are committed with or without a set-a-side. Expanded funding is needed to pay for the extra services required to enable these students to succeed.

Vocational education should be coordinated by a sole State agency. We support the concept of no-supplanting of funds at local/State level. We support the overall maintenance of effort requirement, rather than local maintenance of effort which often penalized the most depressed areas of the State.

We have no objections to distribution of funds on a formula basis on the allocation criteria described, but we need to be able to have a uniform matching percentage. Rationale: It makes it easier to manage and administer. Having non-uniform match does not or would increase amount of Federal money available to give recipients (the criteria does that) because in Kentucky we are already over-matched with State/local funds.

The bill on vocational-technical education of 1983 must provide for maintenance of existing programs. While the State of Kentucky recognizes that Federal money should be start-up money, it is critical to Kentucky that the act provide some flexibility to permit the use of funds to upgrade programs, enrich curriculum and upgrade teachers and equipment without seeking outside approval. The rationale is that technology is changing so rapidly that States alone do not have the resources to respond in a reasonable time frame to meet the needs of business and industry. Also, modifying existing programs to be responsive is generally, in our view, more cost-effective than total creation of new programs. (Reinventing the wheel.)

In the depressed areas found in the 7th Congressional District of Kentucky, Federal funds must be available to support existing vocational programs for the disadvantaged persons. All new programming is not needed. Employment opportunities are within a limited number of areas. Current programs in eastern Kentucky reflects those needs. The new legislation must provide for the needs of people and not just programs.

We dislike a three-year (annual) plan for local recipients. We support the concept that the sole State agency develop a three-year plan but locals need only to do an annual application of funds on an annual basis. Too much requirement at the local level for value received decreases their desire to participate, adds an extra burden to the State agency to administer paperwork, and does not assure better programming.

Title III (national programs) of the act appears to contain duplicate funding and responsibilitities for a national center and ten research institutues. This title may need further study in an effort to coordinate and consolidate overlapping activities and responsibilities.

The advisory committee on research and program improvement appears to duplicate many of the responsibilities charged to the President's Council under Title III, national programs.

Cross representation on Job Training Partnership Act and vocational education planning groups would strengthen cooperation and coordination as called for under title II of the act.

In summary: We need a separate act for vocational-technical education. We support the basic structure of how the bill is organized. We need a strong Federal commitment. We need a sole state agency. We need a permanent authorization. We need additional resources for post-secondary and adult education. We need a comprehensive data system. We need a strong component supporting mathematics and science through practical application. We need career counseling and guidance. We need consumer and homemaking. We must maintain the permanent appropriation under Smith-Hughes.

The basis for a Federal investment in vocational education is clear. Educating people and putting them to work is an ongoing, long-range need and commitment if we are to turn this country around and improve the work ethic, increase production, increase the productivity of business and industry, and compete in a world economy using high technology to deliver goods and services in the market place.

Chairman **Perkins**. Now Dr. Charles Wethington, chancellor, University of Kentucky Community College System. We will hear from you now, Dr. Wethington.

STATEMENT OF CHARLES WETHINGTON, CHANCELLOR, UNIVERSITY OF KENTUCKY COMMUNITY COLLEGE SYSTEM, PRESTONSBURG COMMUNITY COLLEGE, KENTUCKY

Mr. **Wethington**. Thank you, Congressman Perkins.

I am pleased to be a part of this panel this morning and I am pleased to join with the vocational regional directors from eastern Kentucky this morning to support H.R. 4164 and to comment on the importance of this act to the community colleges in Kentucky and the other community colleges throughout the Nation.

In the last 20 years, since the passage of the Vocational-Technical Education Act of 1983, we have had a considerable increase, dramatic increase, throughout the Nation in community college enrollments. We have seen that same thing happen in Kentucky. Without any question, the Federal vocational education funds that have gone into these community colleges in our State have been one of the reasons for the dramatic increase in their enrollments, especially in the vocational-technical occupational programs.

The trend is, as I see it, toward increasing postsecondary. I want to join with my colleagues in pushing for, and supporting that 30 percent—increasing that set-aside to 30 percent. And certainly it would not be in any fashion a problem for us if that 30 percent were increased even higher. But we would like to increase that provision of the postsecondary set-aside to at least the 30 percent.

In the community colleges in Kentucky, there are four in the Seventh Congressional District—we have Prestonsburg, Hazard, Ashland, and Maysville. While the amount of Federal vocational dollars going into those colleges, and into the community colleges generally in Kentucky, is not large—some $118,000 this year going into these four eastern Kentucky colleges, and more than $800,000 into the colleges in that State.

That amount of money is extremely important to the operation of those institutions. They are supporting partially such programs as mining technology, associate degree nursing, data processing, other kinds of technical skilled occupational programs at the community college level. The amount is not large but it is significant and, of course, our interest is, and continues to be, increasing the amounts of dollars so that we can serve additional students.

We are dealing with the same kind of problems the vocational schools are in that we are beginning to experience a far greater demand from students to get into these programs than we are able to accommodate with the size classes that we are able to handle.

I am also pleased to join with vocational education on the part of the American Association of Community and Junior Colleges to be a part of this effort with the American Vocational Education Association, with AVA, and to come forward with something that, while it may not be an ideal bill from either standpoint, is certainly one which as a compromise we very much are in support of.

So I believe our efforts ought to be one of coordination, cooperation, joint support for H.R. 4164, and not fighting over what we do in vocational education.

I believe we in Kentucky are of that mind, and certainly I would like to support the bill's efforts in this direction.

Two or three things—and in my case this morning, I have some comment from my Kentucky perspective, but also I am a member of the State Directors of Community Colleges and speak in their behalf, also a member of the American Association of Community Colleges, the Community College Trustee Joint Committee on Federal Relations, so have some comment from that standpoint.

I have also been asked to include in my comments the fact that the Council for Occupational Education of the American Association of Community Colleges would like to join in my testimony this morning, so I have submitted a statement for the record.

Chairman PERKINS. Without objection, all of those statements will be inserted in the record, from all the witnesses. Go ahead.

[The statement follows:]

PREPARED STATEMENT OF DR. CHARLES T. WETHINGTON, JR., CHANCELLOR, UNIVERSITY OF KENTUCKY COMMUNITY COLLEGE SYSTEM

Mr. Chairman, the community colleges in Kentucky and more importantly the current and future students and communities served by these institutions would like to express their sincere appreciation to you and your Committee for the concern and effort you have given to the reauthorization of the Vocational Education Act, and for the introduction of H.R. 4164.

Implementation of this Act will provide the mechanism through which the nation's community, technical and junior colleges, vocational schools, high schools and others can better serve a cohesive national strategy designed to coordinate, expand, improve and update vocational-technical education programs. By developing our most important national resource, the human resource, we will be able to strengthen and expand our economic base, increase productivity, reduce unemployment and strengthen our defense capabilities—and improve the quality of life for all our citizens.

To a great extent, the current Vocational Education Act is responsible for the growth of vocational-technical education and the skills acquired by the workforce during the past twenty years. A similar expansion has characterized the community college movement in Kentucky. Since its inception in 1964, the University of Kentucky Community College System has grown from seven institutions serving 2,876 students to twelve community colleges and a technical institute serving 24,059 students this Fall.

The technical education enrollment has increased from 2,195 students in 1969 to 11,366 students enrolled in the Fall of 1983. The 1983 Fall enrollment of 24,059 represented an 8.8 percent increase over the Fall of 1982. The technical education enrollment of 11,366 (47.2 percent of the total enrollment) increased 48 percent over the previous Fall.

Mr. Chairman, it is also noteworthy that four of the Kentucky community colleges—Ashland, Hazard, Maysville and Prestonsburg, which are located in your district—have experienced large enrollment increases in recent years. The 1983 Fall enrollment numbers compared to Fall 1982 enrollment figures at Ashland Community College increased 14.4 percent, Hazard increased 26.5 percent, Maysville increased 14.4 percent, and Prestonsburg increased 27.4 percent. The dramatic technical enrollment increases for these colleges were 18.8 percent; 40.3 percent; 43.5 percent; and 28.6 percent, respectively.

An increasing number of programs in our Community College System are attracting greater numbers of qualified applicants than our funding and resources will permit us to serve, and selective admissions are being applied. Some of these programs include nursing, nuclear medicine technician, dental hygiene, respiratory therapist, medical laboratory technician, dental laboratory technician, radiologic technology, and physical therapist assistant. Other programs such as data processing technology, secretarial and office administration and management technology are pressing their enrollment limits.

The community college technical enrollment at the national level has also continued to increase at an unprecedented rate. The American Association of Community and Junior Colleges reported for Fall 1982 that 4,964,379 students enrolled for credit courses in the nation's 1,219 community, technical and junior colleges. Approximately two-thirds of these students were enrolled in vocational-technical courses. Continuing their growth this Fall, these colleges now serve approximately 40 percent of the total undergraduate higher education enrollment and 60 percent of all Americans who are starting college. Mr. Chairman, also, you should be aware that last year more than 23 million adults attended adult and continuing education programs in this country. More than six million of them took advantage of such opportunities in community, technical and junior colleges. And most of them took programs in one or another vocational-technical area. The AACJC also reported that "employer specific" courses offered by community colleges have continued to increase at a phenomenal rate, making the community, technical and junior colleges the largest delivery network of adult skill training and retraining outside of business and industry.

Mr. Chairman, the demand for vocational-technical education has continued to shift toward postsecondary programs. This shift has been recognized by the 30 percent floor which the reauthorization establishes for postsecondary support in the basic programs and Parts A, B and D of Title II.

The 1963 passage of VEA was an incentive to Kentucky to start its community college system, and our colleges have used the funds provided to good advantage. The impetus of these funds to the Kentucky community colleges, Mr. Chairman, has been significant. The Act has provided support for such technical education programs as nursing, business, and mining. Funds have provided support for programs which have served the developmental education needs of socio-economically deprived students and physically handicapped students. In fact, Mr. Chairman, community technical and junior colleges serve a greater proportion of minority students than other postsecondary institutions. Among full-time students, 37 percent of blacks, 45 percent of Hispanics, and large numbers of Asian immigrants are enrolled in our colleges. Other funds have enabled several of the colleges to initiate cooperative education programs and consumer and homemaking education programs.

The level of funding allocated to the community colleges in Kentucky through the Act has, for the most part, continued to increase along with the technical education enrollment. For example, of the approximately $13.6 million allocated to Kentucky for 1983-84 through the Vocational Education Act, community colleges in Kentucky will receive approximately $848,960. These funds will provide partial support for 52 programs across the State. Of this amount $118,700 will go to the four colleges in the 7th Congressional District in Kentucky. Funds in the amount of $67,304 provided support for the cooperative education, developmental, consumer and family life skills and handicapped programs at Ashland Community College. Hazard Community College received $7,828 to partially support its Mining Technology and Learning Laboratory Programs. Maysville Community College received $28,925 for its Nursing, Developmental and Consumer and Homemaking Education and Cooperative Education Programs. Prestonsburg received $14,643 to support its Cooperative Education and Developmental Education Programs.

In Kentucky, the current Act has also served to encourage the Bureau of Vocational Education and the community colleges to engage in joint planning and cooperative efforts designed to avoid any unnecessary duplication of programs or services. This working relationship and coordination between vocational education schools through the American Vocational Association and community colleges through the American Association of Community and Junior Colleges, has also been evident at the national level. This spirit of cooperation has gained momentum during the past year as the two organizations have worked together to reach agreement on the provisions of the reauthorization bill and to support its passage.

Mr. Chairman, we strongly believe that H.R. 4164 is ideally suited for the community colleges in Kentucky and throughout the country. We vigorously and wholeheartedly support the thrust of Parts, A, D and F of Title II.

The programs that would be established by Parts D, E and F of Title II could well prove to be the most productive features of the bill in helping the country cope with emerging technology, changing skill needs, and lagging productivity.

There are specific concerns, however, with Title II that I would like to address in behalf of the National Council of State Directors of Community and Junior Colleges, of which I am a member, and the Joint Commission on Federal Relations of the American Association of Community and Junior Colleges and the American Association of Community College Trustees, on which I also serve. They are as follows:

1. The 30 percent setaside made in Parts A, C and D of Title II for postsecondary programs should be more clearly targeted on postsecondary programs and on the institutions that deliver postsecondary programs.

2. The postsecondary emphasis in Part F also should be reinforced. In Sec. 251(b), thephrase "in postsecondary institutions" should be inserted in line 1, page 37, between the words "programs" and "designed."

3. The funding level proposed for Part F should be increased from $50 million to $100 million. By helping high-tech industries to fill specific skill needs, the Act could make a pivotal contribution to national productivity. Without question, the new jobs developing in industry deserve high priority for federal and state programming, if we are going to keep up with the mounting pressures of international economic competition.

The willingness of industry to pay the first 25 percent of the training costs indicates its assurance that the trainees will be going into real jobs—jobs that in most instances will be the cutting edge of global competition in the emerging technologies.

As we review the agonizing problem of worker displacements, we would also suggest that Part D should provide a differential for the protected age group: that is, industry's share of the training cost might by scaled back to fifteen cents on the dollar for trainees who are 40 years of age or older. We hope the Committee will give careful consideration to this amendment.

In addition, Mr. Chairman, we suggest modification of Title IV in one respect. It already allows the sole State agency to delegate those functions "it may deem appropriate" in administration of the Act. In those States where the sole State agency is a State board that relates only to K-12 systems, and not to the broader partnership of vocational education delivery, responsibility for the postsecondary program should be delegated by the Act itself to that agency which administers the community and technical college programs. The latter agency then would administer Part F in its entirety as well as the 30 percent postsecondary setaside in Parts A, C and D of Title II.

In summary, Mr. Chairman, we would like to reinforce our support for the 30 percent floor which the resolution establishes for postsecondary institutions in the basic programs and Parts D and F of Title II.

The community colleges are in an ideal position to assist in carrying out the thrust of the reauthorization. These Kentucky colleges are deeply committed to and support the concepts set forth in the reauthorization. These include:

Providing new, improved, expanded or intensified vocational education programs that are responsive to labor market demands or are designed to keep abreast of technological changes including high-technology programs involving an industry education partnership;

Providing postsecondary and adult vocational education programs and related services for out-of-school youth and adults, which may include upgrading the skills of employed workers, workers who are unemployed or threatened with unemployment as a result of technological change or industrial dislocation, and displaced homemakers and single heads of households;

Improving the academic foundations of vocational students in mathematics, science, written and oral communication, and the application of newer technologies (including the use of computers).

Funding through the reauthorization will enable the colleges to more fully implement these concepts.

As noted above, the community colleges in Kentucky are heavily involved in providing vocational-technical education. However, without increases in federal support, the communty colleges in Kentucky will not have adequate funds to serve the demand for existing programs, much less new programs. In order to more adequately identify and meet the technical education needs of their communities, the Kentucky community colleges have worked closely with the Private Industry Councils in their communities which are administering the new Job Training Partnership Act. Involvement with the JTPA program has strengthened their relationship with industry, labor, government and small business and in some cases has generated new program funds, but the technical education needs are so great that the surface has not even been scratched.

In my opinion, passage of H.R. 4164, careful coordination and cooperation among and between the primary delivery agencies and coordination with the Job Training Partnership Act, can provide the nation an unprecedented opportunity to develop and maintain a well trained and highely competitive workforce essential to economic health and stability.

In closing, Mr. Chairman, may I add that the Council for Occupational Education, which represents deans and directors of occupational education in the community, technical and junior colleges, has asked to be associated with my testimony.

We believe great strides can be made in vocational-technical education through H.R. 4164, and you can count on our cooperation to make it a highly productive program.

Mr. WETHINGTON. We clearly feel that this bill and its emphasis on postsecondary increasing that set-aside, that the adult education part F of this is very significant for us, and we see as additional dollars can flow there, and hopefully, dollars that follow the students, will allow all of us to serve additional adults in training, retraining, postsecondary level of vocational occupational programs. In fact, we would even like to see that adult training, retraining section F, if we could, we would like to see that increase from the beginning, we would like to see a higher appropriation in there of maybe $100 million rather than the $50 million which has been proposed, because we really see that as a new way of getting at the needs of adults.

Walter Prater just made a comment I would like to second—that our interest is not in trying to take money away from existing vocational education programs. We really sincerely feel that there is a great need and demand at the postsecondary level—we would like to get additional funding in there to help us all do the job which we feel needs to be done in this Nation.

So as a summary, I believe that the joint efforts of the American vocational education group, the community college group, our efforts in working with the Job Training Partnership Act, in pulling this thing together, we can all go a long way toward meeting some of the needs that business and industry, and some of the needs that individuals have in this country for training, retraining, education at the postsecondary level.

I would like to join with them in support of the bill and your efforts for this bill, and pledge our cooperation to assisting in any way we can with the passage of House Resolution 4164.

Chairman PERKINS. Thank you very much. Good testimony.

Now, Dr. Campbeli, we will hear from you now. Identify yourself and go ahead.

STATEMENT OF HENRY CAMPBELL, DIRECTOR, PRESTONSBURG COMMUNITY COLLEGE, KY.

Mr. CAMPBELL. Mr. Chairman, I am Dr. Henry Campbell, Jr., chief administrative officer of Prestonsburg Community College.

I represent the directors of eastern Kentucky of the community colleges, and we represent, of course, the same four areas that the four gentlemen have discussed who preceded me, in terms of vocational education. We work very closely with the vocational education people within our area to support the students.

We have three basic types of students in our area: the student who comes to us fresh from high school, the student who is seeking retraining, and the student who is simply attempting to learn new skills.

We feel that the bill addresses all of those adequately—while perhaps not adequately as much as we would all like to have, but very well—and we would like to join in support with our vocational education colleagues from eastern Kentucky in favor of this bill.

Thank you very much.

Chairman PERKINS. I thank all of you

I noticed in Mr. Prater's testimony that he opposed the administration's block grant for vocational and adult education because it would cause two different groups to compete for limited funds.

I would like to ask the other area vocational directors if you agree with Mr. Prater on that?

Mr. VANSANT. Congressman Perkins, I certainly agree with Mr. Prater because I think they have two different missions. One is to combat illiteracy and the other is to train people for occupational skills.

Chairman PERKINS. What do you think about that, Dr. Campbell?

Mr. CAMPBELL. Well, perhaps I would have to go along to a certain extent with that. It is two different types of activity.

Chairman PERKINS. Go ahead, Charles.

Mr. CHATTIN. I would also support Mr. Prater that there is too much politics involved in it and there is a chance in which again you could be losing money when you actually should be receiving it.

Chairman PERKINS. Where would the politics be, in your judgment?

Mr. CHATTIN. I think definitely on the State level, when you have built their block grants down in the States and all that you would probably get in trouble.

Chairman PERKINS. Mr. Skaggs.

Mr. SKAGGS. Mr. Chairman, as I mentioned in my testimony, I feel very strongly that the sole State agency gives a clear administrative framework to work in and a State director of vocational education. And people in our State, I believe, are big enough—they are interested in all agencies and the community college certainly qualifies for these funds and they are delighted to work with them. We don't have that problem.

Chairman PERKINS. Mr. Prater, do you want to elaborate any?

Mr. PRATER. As written in my prepared statement, I feel the Administration Act, the Consolidation Act, would not be in the best interest of our operation. I do think there would be competition for the dollars that are appropriated. I think there are two separate groups here; their missions are somewhat different. If you look at the purposes and the missions, I think it is clearly stated. Therefore, I feel that we should support the AVA version of the act for 1983.

Chairman PERKINS. Dr. Wethington.

Mr. WETHINGTON. Mr. Chairman, we have worked on this particular——

Chairman PERKINS. Let me first state that you have proposed, as I understand your testimony, that the new adult training programs be operated only in postsecondary institutions. This would be for the programs supported in the new adult title of the bill. Of course, that is not the case at the present time. But this is your view, is it, complete views?

Mr. **Wethington**. My earlier comment that I saw this new adult title, one that would provide additional dollars, I see it targeted for postsecondary institutions, and I realize there may not be complete agreement with that.

I would like to see additional dollars come in to address the adult training needs, and I feel that postsecondary institutions can do that.

Now, these gentlemen operate postsecondary institutions as do I. They also have other responsibilities in addition to that. It is a community college feeling, I believe, that postsecondary technical institutes and community colleges are ideally located to provide this kind of training. The students are there—we are perfectly willing to see the dollars follow the students in this particular emphasis. But our support is there for what has been put together in House Resolution 4164.

We are not interested in the block grant concept as opposed by Mr. Prater.

Chairman **Perkins**. How do you feel about that, Charles?

Mr. **Chattin**. I am not quite following. What is the question now?

Chairman **Perkins**. The first answer—you are opposed to the block grant, aren't you?

Mr. **Chattin**. Right.

Chairman **Perkins**. Dr. Wethington stated, I believe, that he has proposed that the new adult training program be operated only in postsecondary institutions. This would be for the program supported in the new adult title of the bill. How do you feel about that?

Mr. **Chattin**. I think probably Dr. Wethington is saying the State vocational education programs can also provide training in the postsecondary area the same as community colleges. I think, again, there is a working relationship between community colleges and State schools in the State of Kentucky. Am I stating this right?

Mr. **Wethington**. That is correct.

Mr. **Chattin**. That is what I was thinking.

I don't think he is saying that they want to take something away from the State vocational-technical schools. It is just a matter of some of the dollars flowing in at the present time that does provide some types of training in the community college system.

So I don't see that we have a problem in the State of Kentucky.

Chairman **Perkins**. Go ahead, Mr. Skaggs.

Mr. **Skaggs**. I am in total agreement with Dr. Wethington, with one exception, and I will make that exception.

I believe we should offer the postsecondary training and retraining programs wherever they are needed with the emphasis on the community college and postsecondary institution, certainly. But if we needed to teach in one of our area centers, I would hope that the legislation would not prohibit that.

Chairman **Perkins**. Walter.

Mr. **Prater**. I agree with that.

Chairman **Perkins**. Now, some of you have stated that 3-year plans may not lessen paperwork and that maybe we should continue with the 1-year plans.

Could you explain this a little further? Go ahead.

Mr. **Vansant**. The 3-year plan at the State level seems to pose no problem. But we do have difficulty getting local planning from our local school districts. And they have indicated to us—I think all of us, perhaps—that the 3-year plan would be somewhat burdensome for the local districts, particularly since there is very little money involved in many instances, and we would have to aid and assist perhaps to get anything more than a 1-year plan—we could spend a lot of time even with that. Frankly, I don't have the staff to help them with a 3-year plan; and apparently, they don't either.

The 1-year plan would probably be sufficient for the local districts at this point in time.

Chairman **Perkins**. Let me ask you. I know Mr. Skaggs talked about his waiting list. What waiting list do you have now, Mr. Chattin, of people unable to get into the vocational schools.

Mr. **Chattin**. As of yesterday, I had 2,742 people in the waiting list. We are in a bad state in Kentucky as far as money, as far as being able to employ teachers, employ part-time teachers. It appears that there is no money available. Therefore, at the present time, you are not taking in the number of people that we would be taking in a year ago, or 2 years ago, because of the lack of funding. And there has been a freeze on all State personnel in the State of Kentucky.

So there is not any way that this is going down until such time as we do have some funding for some personnel.

Chairman **Perkins**. Mr. Prater, what about your waiting list?

Mr. **Prater**. We have approximately 1,200 on the waiting list. I might point out, a waiting list is kept on students who make application to the school. Of course, those people who come to the school, they have a felt need at the time they arrive there. They are interested, they want some training.

And when we are put in a position of having to tell them, we don't have vacancies—as a general rule, something else happens along the way, and many times it isn't to the satisfaction of that young person or that older person who is in need of job retraining.

Mr. **Wethington**. Mr. Chairman, if I could just comment on that.

Chairman **Perkins**. You go ahead.

Mr. **Wethington**. We don't maintain waiting lists in the community colleges. But it is not unusual, in fact, probably across the State we will be finding three to four times the number of qualified applicants for programs like associate degree nursing than we are able to take in in our existing classes.

Chairman **Perkins**. Dr. Campbell, do you want to comment?

Mr. **Campbell**. Yes; in connection with what Dr. Wethington just said, we have a waiting list of anywhere from 110 to 150 people who continue to go to school at the community colleges, hoping that some day they can get into the nursing program. That is a year-by-year occurrence.

Chairman **Perkins**. Dr. Vansant.

Mr. **Vansant**. Particularly in the health field, the PN program, we have a large waiting list. Our problem in region 9 is we haven't had the wide variety of programs that we needed to meet the needs training these people. We are going to begin to meet those next year.

We do have waiting lists. We have about 300 on the waiting list to get into our two PN programs, and we have waiting lists in business and office, and some of our other programs also. But we don't advertise and recruit much because we didn't have much to offer, but we are going to have. I hope that the need is there and we can meet it.

Chairman **Perkins**. Let me ask another question. In the new high technology program of the bill there is a requirement that business must match 25 percent of the Federal funds. Would this matching requirement work in eastern Kentucky? I am just wondering about that.

The bill also requires a 25 percent match by the State for these programs. Would this work in Kentucky? Could you get the 25 percent? This bill is a working piece of paper. Could you get that 25 percent from the State or from the local education agencies, or from business? Go ahead and comment on that.

Mr. **Vansant**. Are we talking about in-kind?

Chairman **Perkins**. Yes.

Mr. **Vansant**. Yes; I think this is feasible. In fact, I don't think the State can afford the 100 percent and, of course, we can't expect that from the Federal level. But I think working together, State, Federal, and then with our local business and industry—I think that would be more than glad to help us in high technology areas simply because we just couldn't afford to buy some of the equipment that is necessary. But through cooperative education, through using their sites for training, I think the 25 match is certainly not unrealistic.

Chairman **Perkins**. If I understand it correctly, it is a match of 50 percent. Is that right? Check that out.

Mr. **Vansant**. If you are talking about dollars, then it would present some problems.

Chairman **Perkins**. Yes.

Mr. **Vansant**. Yes, sir, it would present some problems.

Chairman **Perkins**. Create a problem. What do you people say about that?

Mr. **Chattin**. In our particular case I would think the amount of money in which industry and labor contributes to start with in the regular programs and all, that if there are needs within the region for developing an instrumentation program, for instance, and we know that the employment rate is there, then I see no problem whatsoever getting any type of support or help.

Chairman **Perkins**. I want to clarify. You can match in-kind.

Mr. **Chattin**. You most certainly can.

Chairman **Perkins**. It is plainly spelled out in the bill.

Mr. **Chattin**. Right. No problem.

Chairman **Perkins**. Go ahead.

Mr. **Chattin**. I don't think that we have any problems myself because a good indication is at the present time setting up an instrumentation department, we have 16 experts on a committee. The committee realizes today that we are not going to be able to put $350,000 into this instrumentation program.

It appears at the present time they are going to commit to probably half of it or they are telling us to set up the mechanics of where the instruments will go and all, and they will look at them and see that the instruments are put into the spots they belong.

So, you know, I have a feeling that if there is a need for that type of training in high tech, you are going to get all the support you need to put the programs on.

Mr. **Skaggs**. I am glad the legislation says inkind match for business and industry. That would be acceptable in our region. If that were a monetary match, it would certainly be a disaster, in my opinion.

Chairman **Perkins**. Mr. Prater, you have indicated the coal business was picking up. Of course, it is picking up just a little, but not all that much, in my judgment. Could you get the coal companies—let me ask you and Bronelle Skaggs—in your opinion, to make contributions in this high-tech area? In other words, you don't have any other business, really. Where would you be left? Would you be left out of this high-tech program?

Mr. **Prater**. Mr. Chairman, based on history up to this point in time, I think there would be some problems. As long as we have the inkind, we may be able to make it. But if the inkind were eliminated, then I certainly think we would have real problems, and we possibly could have anyway.

Chairman **Perkins**. What do you think about that, Mr. Skaggs?

Mr. **Skaggs**. Yes, I would concur with Mr. Prater's statement, Mr. Chairman.

The coal industry has been extremely good to us and we will continue to do so, I am sure. But a monetary match would, as I said earlier, would be most difficult. Inkind, I think the larger companies would be happy to cooperate.

Chairman **Perkins**. Mr. Boucher.

Mr. **Boucher**. Thank you, Mr. Chairman.

I simply want to commend the witnesses today for some very excellent testimony. I think the concerns that you have expressed very closely reflect the concerns expressed by vocational education instructors and administrators in my district during the course of hearings that this committee held there some 6 weeks ago.

Mr. Chairman, I want to commend you for introducing this legislation, of which I am pleased to be a cosponsor, and I sincerely hope that our committee can move forward in due course to report it favorably to the House.

Thank you.

Chairman **Perkins**. Let me thank all of you this morning. You have been very helpful to the committee. The committee has been working hard. I just wish we could have had more members here today. But you have been very helpful and we appreciate your appearance here on this occasion. I thank all of you.

Mr. **Vansant**. Thank you.

Chairman **Perkins**. Now, our last witnesses. panel 2, Ms. Janet Wells, associate director, Federal education project, lawyers' committee for civil rights, and Ms. Theresa Cusick, program associate, legislation, project on equal education rights. Come around, both of you. We will hear from you first, Ms. Wells. Go right ahead.

STATEMENT OF JANET WELLS, ASSOCIATE DIRECTOR, FEDERAL EDUCATION PROJECT OF THE LAWYERS' COMMITTEE FOR CIVIL RIGHTS UNDER LAW

Ms. WELLS. Thank you.

Mr. Chairman, Mr. Boucher, my name is Janet Wells. I am associate director of the Federal education project of the lawyers' committee for civil rights under law.

I appreciate the opportunity to be here today and to testify on H.R. 4164, the Vocational-Technical Education Act of 1983.

My testimony has been endorsed by 11 organizations which represent the concerns of minorities, bilingual, disadvantaged, handicapped, and female students; the children's defense fund, LULAC national education service centers, the League of Women Voters of the United States, the NAACP Legal Defense and Educational Fund, the National Association for Bilingual Education, the National Black Child Development Institute, the National Council of LAROSA, the National Federation of Business and Professional Women's Clubs, the project on equal education rights of the NOW legal defense and education fund, and the Women's Equity Action League.

Mr. Chairman, we have several major objections to H.R. 4164. The first is that we do not feel that it will substantially increase, and as written, may actually decrease resources for vocational education for young people with special needs.

Part E is the only section of the bill which requires funds to be spent to meet the special needs of disadvantaged, handicapped, and limited English-proficient students. Yet, the authorization of $325 million for part E is less than the appropriation for the disadvantaged, handicapped, and limited English-speaking, under section 110 of the current act.

Currently, some $197 million of VEA funds is set aside for programs to meet the needs of these students and a State match for those dollars is required. Another $14½ million is appropriated for the disadvantaged under subpart 4, bringing the total amount of VEA funds reserved and spent for special populations to some $409 million.

So, even if Congress ultimately authorized $325 million for part E, and even if the appropriation level reached the authorization level each year, there would be less money in this bill for special populations than has been spent in late 1983.

It is true that there is a hold harmless provision for the handicapped and disadvantaged. But the provision suffers from the vagueness of a number of other provisions of the bill. For example, it isn't clear whether only Federal or also State and local matching funds would be held harmless, or whether programs for the limited English proficient would have to be maintained at current levels.

The hold harmless provision means that, at best, funding for programs and activities for the neediest groups of students would remain at 1983 levels.

And as women's groups have pointed out, there would be no funds for sex equity.

The question of H.R. 4164's lack of a match was raised in yesterday's hearing, and the need for it was rejected on the grounds that

States are already supporting vocational education at 10 to 1. While this is true for vocational education as a whole, it isn't true for special populations where the States spend only 70 cents for every Federal dollar.

Moreover, the AVA warned in a March 1982 report about a poll of its members, that if Federal support for vocational education dropped, extra services for special population groups would be among the first items to be cut.

Another aspect of part E which concerns us is its assumption that economically disadvantaged and minority students are unable to profit from vocational education only because of educational deficiences, financial inability, and limited English proficiency.

In fact, as AVA has often acknowledged, any particularly great problem is that there are not enough high quality vocational in areas, particularly rural areas and large cities, where minority and disadvantaged students are concentrated.

The 1978 Westadt study showed that the Nation's inner cities have almost 23 percent of the population but only 8.1 percent of the secondary, and 9.3 percent of the postsecondary vocational schools. This is an inequality created in part by the Vocational Education Act under which construction of suburban and small city vocational schools flourished in the early sixties.

Subpart 4 of part B of the 1976 amendments authorizing emergency assistance to modernize facilities and equipment in urban and rural areas was never funded.

Charles Benson and Gareth Hoachlander, who conducted NIE's study of the Distribution of Funds for Vocational Education, point out that the oversubscription of quality vocational programs in urban areas creates a disincentive to school officials to provide remedial programs for educationally and economically disadvantaged students and females because officials need a screening device for these programs.

Moreover, students feel little incentive to participate in remedial programs because there is so little certainty they will be admitted to a vocational program once they have completed them.

This brings me to our second major concern with the bill, and that is the formulas for distributing funds to the States and to local agencies. For if we are truly serious about improving vocational opportunities for the disadvantaged, detailed formulas which drive funds to local educational agencies with high concentrations of low-income students are essential.

H.R. 4164 uses the same interstate distribution formulas as the current act. We know from the NIE study that they don't relate well to Federal objectives. For example, Benson and Hoachlander found that the formula based on per capita income does not drive Federal funds to States that have concentrated populations of low-income youth or unemployed persons.

The formula results in favorable treatment for States with low unemployment rates. The formulas, then, are at some odds with parts E and F.

The interstate distribution formulas in the 1976 amendments are vague and contradictory. H.R. 4164 substitutes a formula which is merely vague. It says only that States must allocate more Federal funds to eligible recipients in units of government that the States as economically depressed or having high unemployment.

How much is more? One dollar?

One of the bill's purposes is to assist the most economically depressed communities of a State to raise employment and occupational competencies of its citizens. Yet, the bill has no mechanism for making this happen.

Benson and Hoachlander found that among the 12 States they studied in 1979, most have not developed a mathematically sound interstate distribution formulas to meet Federal purposes. And while on the average, 7 of the 12 States sent more VEA funds per student to LEA's with below average relative financial ability, above average unemployment rates, and above average concentrations of low-income families, the pattern was not consistent across all local educational agencies.

Moreover, the effects of Federal allocations were often offset by the distribution of State and local funds.

They criticize the legislation for failing to define an economically depressed area or a high rate of unemployment. Some States, they found, had labeled almost all their recipients economically depressed.

Section 2(4)(d)(2) of part E has been praised by witnesses this week as being a formula for the distribution of part E funds. But it is not a formula, it is just another irresolvably vague direction as to what States should do with Federal money.

We object to a number of other provisions of the bill. It would authorize 24 times as much money for homemaking programs as for personnel to assist States in overcoming sex discrimination against women in job training.

We feel that this is highly disproportionate in an area when most women work outside the home, and when there is a tremendously high level of poverty among women.

Moreover, the bill's language encourages the enrollment of minorities and the disadvantaged in home economics at a time when the Office for Civil Rights' surveys showed that they are already disproportionately enrolled. Thus, collection of enrollment data by race and sex would be eliminated.

The National Advisory Council on Vocational Education would become a political mouthpiece for the President of the United States rather than an advisory body accountable to the Congress and the public.

More than $9 million for vocational education research would be authorized in spite of severe criticism of the National Center for Research and Vocational Education.

State plans would continue to be voluminous but they would be useless as planning documents. The penalty for violating provisions of the act would be reduced to withholding funds only from programs affected by the violation.

In our testimony we show that this would not only reduce the incentive to comply with the law, but also potentially create an incentive to violate it.

Finally, we are deeply concerned that this subcommittee might pass a bill which learns so little from the NIE study of vocational education—a $3 million study, authorized by this body, to determine the effectiveness of the Vocational Education Act.

H.R. 4164 ignores the study's criticism of the VEA's legal imprecision and vague or permissive instructions for the use and distribution of Federal funds.

It would perpetuate or compound most of the problems the study cited.

Chief among them, the criticism that the Federal law attempts to do too many things with the $1 it contributes for every $10 spent on vocational education.

We know this bill would not work because we have the NIE study, several GAO reports, and a number of other studies which demonstrate why it will not.

The Vocational Education Act has been characterized by inequality, ineffectiveness, and a lack of national purpose, for 20 years. We are afraid that the Vocational-Technical Education Act of 1983 would carry on that tradition.

We urge the subcommittee not to pass any new vocational education legislation until it has thoroughly reviewed the NIE study and has developed legislation which overcomes the VEA's errors and inequities.

Thank you and I will be glad to answer any questions.

Chairman PERKINS. Thank you very much.

[The prepared statement of Janet Wells follows:]

PREPARED STATEMENT OF JANET WELLS, ASSOCIATE DIRECTOR, FEDERAL EDUCATION PROJECT OF THE LAWYERS' COMMITTEE FOR CIVIL RIGHTS UNDER LAW

Mr. Chairman, members of the Subcommittee, I am Janet Wells, associate director of the Federal Education Project of the Lawyers' Committee for Civil Rights Under Law. I appreciate your invitation to me to be here today to testify on H.R. 4164, the Vocational Technical Education Act of 1983.

H.R. 4164 does not meet the needs of disadvantaged and handicapped persons, minorities, women or the limited English-proficient. It overcomes none of the major errors and inequities which the General Accounting Office, the National Institute of Education and many others have cited in highly critical studies of the Vocational Education Act in all of its authorized forms since 1963. We already know from the research history of the Vocational Education Act what is wrong with this bill and why it would cause no interruption in 20 years of inequitable services for the so-called special population groups it, at first glance, would seem to serve.

In reviewing the bill, we found the following major problems.

The authorization level of $325 million for Part E, Vocational Education Programs for Youth With Special Needs, would provide less money for disadvantaged and handicapped students than the present law. It is doubtful there would be any new funds in the bill for limited English-proficient students or to improve opportunities for women in vocational education.

The funding formulas in H.R. 4164 are the same as those in the current law and do not drive funds to states or local areas with large concentrations of low-income or unemployed persons.

The bill would not overcome one of the most serious inequities in vocational education—the shortage of adequate facilities and high quality programs in inner cities and rural areas.

The bill would authorize 24 times as much money for homemaking programs as for personnel to overcome sex discrimination in programs leading to employment.

Part F, Adult Training and Re-training, lacks a formula to concentrate funds in areas with the greatest needs and would permit funds to be spent for any postsecondary or adult vocational program.

Collection of enrollment data by sex and race would be eliminated.

The bill would politicize the national vocational education advisory council, making its members answerable only to the President and not to Congress or the public.

The bill would authorize more than $9 million for vocational education research but would not eliminate problems which have led to criticism of the national center for research in vocational education.

H.R. 4164 does not contain an amendment to the 1976 Vocational Education Act amendments to specify clearly that the sex equity coordinator must work full time on issues relating to sex discrimination.

State plans would continue to be voluminous but useless as planning and reporting documents.

Evaluations would not be required to address unequal access of minorities, women, the disadvantaged or the handicapped.

The penalty for violating the law could be reduced to the withholding of funds from the program in which the violation occurred, thus in some cases creating an incentive for states to violate the law.

In the 1976 VEA amendments, Congress authorized the National Institute of Education to undertake a study of the Vocational Education Act and its effectiveness. The Vocational Education Study: The Final Report concluded that the federal law attempted to do "too much too little." The Vocational Technical Education Act of 1983 would compound the problems with the current statute while reducing the effort on behalf of the disadvantaged, women, minority groups and the handicapped.

The AVA has been addressing the inequities inherent in the Vocational Education Act for several years. For example, the organization has done much to publicize the National Study of Vocational Education Systems and Facilities, written by Alan Woodruff in 1978, which shows the serious shortfall of vocational facilities in American cities. Later in this testimony, we quote statistics from the Woodruff study which we took from the AVA's February 23, 1983, testimony on reauthorization of the Vocational Education Act before the Senate Subcommittee on Education, Arts and Humanities. In that testimony, AVA executive director Gene Bottoms told Senate members, "A major problem facing our nation today is the flow of industries out of urban areas, leaving in their wake large numbers of unemployed workers with very specialized skills. . . . The reauthorized vocational education legislation must give attention to building the capacity of these depressed communities to prepare and upgrade the skills of workers. . . . The current law defines a depressed community too broadly. New legislation should call for a narrower definition which would require states to focus on the neediest areas."

AVA correctly identified one of the nation's greatest economic and social problems but H.R. 4164 retains interstate distribution formulas which have been shown to divert funds from states with high concentrations of unemployment. H.R. 4164 does refine the definition of a depressed community, but it does not include an intrastate distribution formula to assure that funds reach the defined areas.

In the same testimony, AVA said progress had been made in serving special populations "despite the fact that resources allocated for this effort and the provisions made in the legislation for addressing the problems of these groups have been inadequate." In spite of the inadequacy of current resources, however, H.R. 4164 would at best keep spending for programs for the disadvantaged and handicapped at current levels and leave programs for women and the limited English-speaking in doubt.

We cite these AVA statements because we believe the organization brought the appropriate concerns to the reauthorization effort. It merely failed—in the process of trying to satisfy the demands of 50,000 members and various other constituencies—to produce legislation which would translate those concerns into action. We do not fault the AVA for representing its members. However, the Congress of the United States has a responsibility to a much broader constituency of taxpayers and of young people and adults who need effective education for jobs and who will not receive it unless the reauthorization process is undertaken carefully and deliberately and with attention to the research which criticizes past federal efforts.[1] Inequality, ineffectiveness and a lack of national purpose have characterized the Vocational Education Act for 20 years; in an era of high budget deficits, such legislation cannot be justified.

Before I describe the specific problems we have found in this bill, I would like to explain why we believe it is absolutely essential that the distribution and use of funds under new vocational education legislation be carefully formulated by Congress, rather than being left to the states. Last May, Dr. Robert Worthington, assistant secretary for vocational and adult education, appeared before a national meeting of the state sex equity coordinators. He was told by several persons present that a number of states were in violation of the 1976 VEA amendments' requirement that every state have at least one person working full time on sex discrimination issues in vocational education. Two of the offending states were named. Dr. Worthington replied, "Education is a state function. You can't tell a state superintendent what to do anymore."

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[1] The Vocational Education Study: The Final Report, published by the National Institute of Education in September, 1981, was the final product of NIE's Congressionally mandated study of the effectiveness of the Vocational Education Act. H.R. 4164 ignores the study's criticism of the law's legal imprecision and vague or permissive instructions for the use and distribution of VEA funds, and it would perpetuate or compound most of the problems the study cited.

This philosophy is not new in the Office of Vocational and Adult Education, although the present administration is more likely to state explicitly that it disagrees with federal principles and will not enforce them. There is no indication that OVAE will ever voluntarily, willingly and effectively enforce the Vocational Education Act, without constant vigilance by advocacy groups and Congress. In such circumstances, it is critical that the legislation establish specific formulas and reservations of funds for disadvantaged, handicapped and limited English-speaking students and to overcome inequities for women which can be verified and quantified by federal auditors. H.R. 4161 has much meritorious language about the provision of services to special populations, but without concrete specifications for the distribution of funds, few members of those populations will ever enjoy the benefits of the law.

CRITICISM OF H.R. 4164

Sec. 102—Authorization of Appropriations

Adoption of the authorization plan in sec. 102 would decrease or at best hold harmless the allocation of funds for vocational education programs and services for the disadvantaged and handicapped and virtually assure no funds were available to promote equity for young women. It is not clear whether funds would any longer be reserved for the limited English-speaking.

The authorization for Part E is less than the amount appropriated or otherwise required to be spent for special needs students under P.L. 94-482, the Vocational Education Act of 1963, as amended. In fiscal year 1983, the Vocational Education Act (VEA) required the expenditure of some $409 million for disadvantaged, limited English-proficient and handicapped students. This figure includes the set-asides for the handicapped, disadvantaged and limited English-speaking in sec. 110 (a) and (b) of the current Act, the required state or local match, and the appropriation for subpart 4, Special Programs for the Disadvantaged. While no accurate data is available, perhaps another $5 million is being spent for programs to overcome inequities in the system for women. Thus, the current appropriation—when coupled with the required matching funds—exceeds the ceiling set by the authorization proposed for Part E of H.R. 4164.

There is no state or local match in this bill, nor does it contain the current regulations' requirement that the funds be used to meet the excess costs of serving special needs students. Under Part E (sec. 242(b)(1)), states could justify paying the cost of the regular instructional program of special needs students with federal funds if some aspect of the program met their special needs.

There are other reasons why Part E would be a setback for disadvantaged, limited English-speaking, handicapped and female students:

An authorization and subsequently first-year appropriation for Part E of $325 million is unlikely.

Doubt that strong appropriations for Part E would be sustained is supported by the fact that in recent years, increases in VEA appropriations have come in subparts 2 and 3 providing basic support for state and local programs. Appropriations for subpart 4, Special Programs for the Disadvantaged, have declined by almost 30 percent since 1980.

AVA argues that not all programs for special needs students need be funded under Part E—the same programs and services are authorized under Part A. While this is true, the AVA itself has acknowledged the vulnerability of special needs programs when fiscal austerity reduces funds available for instruction. In its March, 1982, Update, AVA reported a survey of its members showed "that extra services for special population groups, for which the federal government provides $1 for every 70 cents of state support, will be among the first items to be cut if federal support drops." Since Part A funds are authorized for virtually every conceivable vocational activity or program, history demonstrates that few state or local educational agencies will elect to spend them for special needs students.

Concern that H.R. 4164 would, at best, hold harmless current funding for the disadvantaged and handicapped is supported by the existence of "hold harmless" clause. Sec. 412(a)(13) provides that expenditures for the handicapped disadvantaged under Parts A and E cannot be less than expenditures under sec. 110(b)(1) of P.L. 94-482, but it is not clear whether only federal or also state and local matching funds would be held harmless.

No mention is made of programs for limited English-proficient students, currently funded under the disadvantaged set-aside.

Part E has been promoted as the major source of funding for programs to facilitate young women's entry into vocational education and into training for higher-paying jobs, but holding harmless funding for disadvantaged and handicapped programs assures that there will not be one dime in Part E for sex equity. Meanwhile, sec. 102(b) authorizes $60 million for consumer and homemaking education to assure that hundreds of thousands of young women will continue to be tracked into home economics at a time when half of all American women are employed outside the home and a third of female-headed households is living in poverty.

Sec. 104—Allotment of appropriations

H.R. 4164 uses the same interstate distribution formulas as the current act, although the NIE study of the distribution of federal, state and local funds for vocational education raises significant questions about their efficacy in obtaining federal objectives. And while the efficacy of the formulas in the context of the current act is in doubt, they appear even more at odds with H.R. 4164's Part E and Part F for youth with special needs and adult-retraining.

Charles Benson and Gareth Hoachlander, in their Descriptive Study of the Distribution of Federal, State and Local funds for Vocational Education for NIE, concluded, for example:

"The formula based on per capita income does not drive federal funds to states that have concentrated populations of low-income youth or unemployed persons. The greatest concentrations of urban poverty are in the northeast and northcentral regions of the country which have relatively high per capita income.

"The formula results in favorable treatment for states with low unemployment rates, and it does not recognize the needs of states whose populations are declining because of industrial closings."

Sec. 101—Use of funds from basic grants

The NIE study's strongest criticism of the Vocational Education Act was that it attempts to do too many things with too little money. The VEA has been described as a block grant and as a tail wagging a very large dog (on the average, only one in 10 vocational dollars at the state level is federal.) H.R. 4164 would compound considerably these criticisms. While it would be difficult to count all the permissible uses of federal funds referred to in the bill, sec. 202(a) alone has 22.

PART B—CONSUMER AND HOMEMAKING EDUCATION

While consumer and homemaking programs teach valuable skills which are needed by both males and females, the $60 million authorization for Part B is highly disproportionate to need in an era in which most women work outside the home for a substantial portion of their adult lives and poverty among female-headed families is escalating so rapidly that the term "feminization of poverty" has come into common usage. The authorization is particularly disproportionate in a bill which would allocate only $50,000 per state to overcome sex discrimination in programs which have historically barred women's entry into higher-paying employment.

Language similar to that in sec. 212(a) (1) and (2) to direct funds to economically depressed areas and "traditionally underserved populations" has been used under the current act to justify disproportionately high enrollments of minoirities—particularly minority females—in home economic. (White males are traditionally underserved in home economics but there is no indication that this is the population referred to. Minority and non-minority females, handicapped women and girls, and to some extent, minority males are over-enrolled in home economics.) Research indicates that taking home economics in high school may increase the economic risk of low-income women. A 1981 research paper by Robert H. Meyer for the Urban Institute found, "Coursework in home economics is associated with a significant decline in earnings for women."

Access to the job market is a far greater need in today's economy than homemaking skills, and the vocational education act should reflect that need and priority.

PART E—VOCATIONAL EDUCATION PROGRAMS FOR YOUTH WITH SPECIAL NEEDS

Our concerns about the proposed funding level of Part E are described above. We also have a number of other concerns:

1. The preamble to Part E (sec. 241(a)) suggests that economically disadvantaged and limited English-speaking students are unable to profit from vocational education only because of educational deficiencies, financial inability or limited English-proficiency. In fact, as AVA has frequently acknowledged, unequal access is also frequently caused by a lack of high quality facilities and programs to serve these students, particularly in rural and inner city areas.

Subpart 4 of Part B of the 1976 VEA amendments authorized emergency assistance to modernize facilities and equipment in urban and rural educational agencies which were unable to meet modern manpower needs, but the subpart was never funded. In the early '60s, VEA construction funds were concentrated largely in suburban areas and small cities. "Consequently," said Benson and Hoachlander in their report on the distribution of funds for vocational education, "substantial numbers of students in urban and rural areas remain geographically isolated from high quality vocational education."

Benson and Hoachlander pointed out that in areas like New York City, limited facilities lead to oversubscription of high quality vocational programs. When programs are oversubscribed, competitive admissions practices disproportionately exclude students who are economically and educationally disadvantaged, handicapped, limited English-proficient, or seeking training for jobs that have traditionally excluded their sex. Moreover, oversubscription provides a disincentive for school systems to provide remedial work for special needs students (since some students must be screened out), and it discourages students from enrolling in remedial courses because there is no certainty they will be admitted once they have improved their skills or academic performance.

Thus Part E, even with adequate funding levels, would not result in significantly greater opportunities for most disadvantaged and minority students, or in many cases for women or the handicapped, without funding formulas to drive substantially greater amounts of funds to areas with the greatest financial needs and shortfalls of vocational programs.

2. Sec. 242(d)(2) directs the states to base distribution of funds to eligible recipients on the basis of the number of "eligible youth" served in the previous year and proposed to be served in the year for which funds are being allocated, compared to the number of such youth proposed to be served statewide.

The definition of "eligible youth" is not explicit enough to establish a formula. Moreover, the paragraph does not establish a ratio for the states to use in fund allocation but says the distribution of funds "shall be based upon approval of a plan that meets the criteria set forth pursuant to section 411(c)(5)." That section (see below) does not establish any reasonably enforceable criteria for the distribution of funds, and so any link between the two distribution schemes is meaningless.

Basing allocation of funds on the number of special needs students proposed to be served could act as an incentive to recipients to enroll more handicapped, disadvantaged, limited English-proficient and nontraditional students—but only if formulas were thoughtfully drawn by Congress to make certain that allocations were weighted significantly towards recipients with the highest proportions of special needs students in amounts large enough to establish a real financial incentive. The proposal in this bill has not been carefully thought out, is too vague and gives too much discretion to state educational agencies. Awarding funds partially on the basis of the number of eligible recipients served in the past could perpetuate denial of services to students in LEAs where they have been underserved because federal funding formulas do not drive funds to areas with the largest concentrations of special needs students.

3. Sec. 242(b) (1) and (3) would essentially permit Part E funds to be used for basic instruction and for programs and services which are provided to other students with state, local and other federal funds. The excess cost provision, which Congressional leaders in both houses insisted be included in the VEA regulations to eliminate the possibility of federal funds supplanting state and local funds in the provision of vocational education for the handicapped and disadvantaged, is omitted.

4. Part E is conceived as a source of funds for sex equity. However, it is totally permissive and thus weaker than the 1976 VEA amendments which require states to assess and meet the needs of persons seeking training for jobs traditionally held by the other sex, displaced homemakers and single heads of household who need job training. Although the current law establishes no funding level for these activities,

the requirement has provided an incentive for all states to make some effort to provide programs for women with special needs.

PART F—ADULT TRAINING, RETRAINING AND EMPLOYMENT DEVELOPMENT

Part F, like Part E, would probably not receive a high enough allocation of funds to make a substantial impact on adult training and retraining. Moreover, even if funding levels were substantial, the distribution formulas carried over from the current law do not concentrate funds within state or within parts of states with the highest need. As we noted above, the formulas, in fact, reward states with lower unemployment rates.

In view of the lack of a need-based formula in Part F and the fact that sec. 252(b)(1)(A)(i) would permit funds to be used to support any program serving adults, Part F should be regarded merely as an additional block of funds for postsecondary and adult vocational education.

Sec 301—Vocational Education Data System

This section would eliminate the Vocational Education Data System requirement that enrollment statistics be collected and reported by race and sex, and it omits needed requirements for data by handicap and disadvantage. Without such data, no evaluation of programs' services to special populations or efforts to overcome discrimination will be possible. Congress should determine what kind of data is needed and specify its priorities in its reauthorization bill; discretion as to what data is collected should not be left to an administration which has flagrantly reduced enforcement of protections for special populations.

Sec. 303—President's council on vocational-technical education

Sec. 303(a) would legitimize in the statute a practice widely criticized by members of Congress and others: it would politicize the national advisory council on vocational education by providing that the members serve at the pleasure of the President. Such a procedure would ensure that each council, sitting for four or eight years, would be a mouthpiece for the administration in power and not a legitimate advisory body responsible to the Congress and the taxpayers as well as the President.

The provision removes current requirements for appropriate representation of women and minorities and for members representing the handicapped, disadvantaged and limited English-speaking.

Sec. 304—National Center for Research in Vocational Education; Sec. 305—Program Improvement, and Sec. 307—Advisory Committee on Research and Program Improvement

The bill authorizes more than $9 million for vocational education research without giving adequate attention to criticism of current research activities.

A 1983 evaluation of the Ohio Center for Research in Vocational Education by Technassociates, Inc., for the Department of Education concluded that the Center's written products "reflect too much satisfaction with vocational education as it is, and not enough attention to the need for significant structural and organizational change. . . . There was a strong consensus [among the evaluation panel members] that too much of NCRVE's work has been superficial. . . . [T]he evaluators argued that we are no closer today to knowing what makes vocational educational programs work effectively and equitably than we were when the Congress approved creation of the Center in 1976. . . ."

The panel said the Center's written materials had not been helpful to policymakers or to "those looking for ways to modify voc ed or to link it to other aspects of education and training in order to respond to demands for social reform, to changing technology and to changing economic conditions." The panelists said the Center's work compared poorly with other public policy research and said it was not "even remotely in touch with . . . the mainstream of intellectual ferment and progress."

In spite of Ohio State's generally negative evaluation and higher competitive bid than the University of Tennessee, the Office of Vocational and Adult Education overrode the recommendations of a technical review panel and re-awarded the national center contract to Ohio State in 1983. (The circumstances of the award appear to bear out Technassociates' conclusion that "the overall relationship between NCRVE and OVAE is too fraternal and not conducive to an aggressive, change-oriented program of research and development." One Technassociate panelist was quoted as saying, "The Office [OVAE] is too close to the Center and the voc ed community generally to break out of the conventional thinking that characterizes the Center's work and voc ed research generally.")

In view of the Center's poor evaluation and charges by Senate Majority Leader Howard Baker and the University of Tennessee that normal bidding procedures were waived in the award of the center's contract to Ohio State, any reauthorization proposal which fails to take criticisms of the existing center into account tends to appear designed to benefit vocational educators and specific institutions rather than vocational education.

H.R. 4164 would not overcome the problems with the current center. It establishes no Congressional mandate for what kind of research is undertaken but leaves the decision to the Secretary and the Advisory Committee on Research and Improvement. Two of the 10 members of the advisory committee would be selected by the institution with which the center is affiliated. Only one would be a researcher.

The bill also proposes that the Department fund at least 10 mini-centers or institutes at $300,000 each for five years to conduct additional research on vocational education. While dispersal of the funds to more institutions might assure that a greater variety of views was brought to the research endeavor, the bill would confine the institutes to universities providing doctoral level programs in vocational education, again narrowing the intellectual field in which research on vocational education would be done. Moreover, the institutes would be forced to collaborate with the national center in order to get funds (sec. 305(a)(3)(c)), thus increasing the national center's political control over vocational education research. Sec. 305(b) would fund still more vocational education research, authorizing the Secretary to award grants and contracts to individuals and institutions involved in vocational education.

These provisions of the bill strongly point to a need for objective debate on how much research is needed in vocational education and how it can best be carried out to the benefit of students and the public.

Sec. 401(d)—Sex equity coordinator

H.R. 4164 continues P.L. 94-482's most effective sex equity function but does not contain clarifying amendments critically needed to assure enforcement:

(1) The act currently says states shall "assign such full-time personnel as may be necessary" to assist the state board in overcoming sex discrimination in vocational education programs. When it published final regulations on P.L. 94-482 in 1977, the Department of Health, Education and Welfare concluded, "It is apparent from the legislative history that Congress intended that the State have at least one professional working full time on the elimination of sex bias and sex stereotyping in vocational education rather than a person employed full time but working less than full time on the elimination of sex bias." The regulations made that interpretation clear. The present Administration attempted in 1981 to change the regulations to institute the interpretation HEW rejected in 1977; i.e., the Department would have permitted the state to allow any full-time employee to be designated as sex equity coordinator but would not have required that person to work full time on sex equity issues. The Department retreated from publishing new regulations when there was a large public protest against this and other proposed changes, but it has nevertheless proceeded to ignore known cases in which the sex equity coordinator is working only part time on the functions spelled out in sec. 110(b). Unless the new law clarifies that the sex equity coordinator must work full time on sex discrimination issues, many states will not have full-time sex equity coordinators.

(2) The Tydings amendment, which permits states to carry forward unexpended federal funds to the next fiscal year, has enabled some states to avoid spending the full $50,000 a year intended by Congress to support the sex equity coordinator and the functions of his or her office. The law should make clear that at least $50,000 a year in federal funds will be expended for the office.

Sec. 402(a)—Membership on state advisory council

Sec. 402(a)(2) would weaken current membership provisions that require the state advisory council on vocational education to have at least one member each of persons who are knowledgeable about sex discrimination in job training and employment (including a minority woman), understand the special educational needs of physically or mentally handicapped persons, and represent and are knowledgeable about the disadvantaged. The bill does not specify that at least one person representing each special population group be appointed.

Sec. 411—Three-year state operational plans

State planning has not been demonstrated to be an effective way of assuring that the needs of women, minorities, the disadvantaged or the handicapped are met, and the nebulous requirements of H.R. 4164 are not likely to improve that situation. The voluminous reporting requirements of sec. 411 point in fact to the bill's lack of clear objectives. Although sec. 411 contains a number of specific weaknesses with regard to equal access and meeting special needs, we shall limit our comments to several observations:

1. One of the primary values of state plans is the creation of a public document by which Congress, the Department of Education and taxpayers can evaluate state priorities and conformity with the law's requirements and determine how public funds are being spent. Sec. 411, however, does not require the reporting of any objective information; i.e., a description of specific planned expenditures of funds by purpose, amount, type of program or activity, level of school, etc.

2. Sec. 411(c)(5) replaces the confusing federal scheme of intrastate distribution of funds in the current law with a legal carte blanche to the states to allocate the funds in any way they desire. A state need only allocate more Federal funds to eligible recipients in units of government it defines as economically depressed or having high unemployment. (The eligible recipient itself does not have to meet any income standard.) This paragraph is not only at odds with the Vocational Education Act's long-standing goal of increasing access for the economically disadvantaged but also with the bill's own purpose "to assist the most economically depressed communities of a State to raise employment and occupational competencies of its citizens." It is also at odds with Parts E and F, which would have no chance of effectiveness without formulas allocating funds to needy areas.

In their study of the distribution of VEA, state and local funds for vocational education, Benson and Hoachlander conducted a substantial study of intrastate distribution formulas in 12 states. Several of their conclusions are significant:

As of 1978-79, most states they studied had not developed mathematically sound distribution formulas that specified systematic linear relationships between VEA allocations and the factors Congress identified for determining allocations.

At the secondary level, 7 of the 12 states on the average sent more VEA funds per student to LEAs with below average relative financial ability, above average unemployment rates, and above average concentrations of low-income families. The pattern, however, was not consistent across all LEA's.

Even when states technically satisfied the VEA requirement to concentrate their resources in certain areas, the degree to which they did so varied widely. Illinois allocated 24 percent more per student to LEAs with below average ability to pay, South Dakota 235 percent more.

Where some federal funds were allocated in accordance with federal intention, the effects of these allocations were often offset by the distribution of state and local funds.

Another conclusion of the Benson and Hoachlander report is significant: "The legislation defines neither what constitutes and "economically depressed area" nor what is to be considered a "high" rate of unemployment. Consequently, liberal interpretations of both factors have enabled some states to label almost all recipients "economically depressed." While technically legal, given the failure of both the legislation and the regulations to be more specific, it is doubtful that this practice reflects the Congressional intent to direct more resources to recipients with greater needs."

The authors concluded: "Clearer directions are needed from Congress. Present legislation is irresolvably vague on several important issues. Moreover, the legislation pursues too many objectives with too few instruments and too little attention to which objectives have priority. Until such problems are resolved at the federal level, state responses are likely to continue to reflect a chaotic state of disarray."

AVA itself on many occasions has reminded the nation that there is a critical shortfall of vocational programs in the nation's rural and urban areas. The nation's inner cities with more than 500,000 population contain 22.8 percent of the nation's population but have only 8.1 percent of the secondary vocational schools. At the postsecondary level, these inner city areas have only 9.3 percent of the institutions. In contrast, the nation's small towns and cities (25,000 to 100,000) have 3.1 percent of the population but 17.8 percent of the postsecondary and 17.3 percent of the secondary vocational institutions. AVA has criticized this disproportionate distribution of resources but has not suggested a means of distribution which would correct it.

This skewing of resources for vocational education results in racial discrimination and contributes to high unemployment rates among inner city youth and adults both male and female.

Sec. 412(a)(4)—Restriction on use of funds

This section acknowledges a major weakness of the vocational Education Act—that most funds have been used historically for the general support of vocational education without regard to program's quality—and it attempts to ensure that funding under this bill will be used to improve programs or institute new ones. While the goal is worthy, federal enforcement of the VEA is so poor that phrases like "without substantial change" become major loopholes. It would be more useful to put other types of controls on the use of federal funds, such as rstricting their use to a limited number of clearly defined national priorities and requiring programs which receive federal support to meet performance standards established in the law.

Sec. 412(a)(13)—Hold harmless clause for disadvantaged

As noted above, we have several problems with this clause:

Maintaining the current level of funding for programs for the disadvantaged and handicapped would be a backward step when previous authorizations of the VEA have sought to increase support.

The clause is vague. It is not clear whether "those" (referring to expenditures for the disadvantaged) refers only to federal or also to state and local matching funds under sec. 110(b)(1) of P.L. 94-482. If only federal funds must be held harmless, a tremendous reduction in effort would result since no match is required for Part E.

By holding harmless only funding for disadvantaged and handicapped programs, the provision would ensure no Part E funds were spent for programs to overcome the effects of sex discrimination and sex-role stereotyping. It is not clear whether any funds would have to be spent for the limited English-proficient, currently funded out of the disadvantaged set-aside.

Sec. 422—Program evaluation

This section contains no direct requirement that states evaluate the needs of women or disadvantaged, limited Englishspeaking, minority and handicapped students and does not require that they evaluate the adequacy of their services to those special population groups or to communities with higher than average concentrations of students with special needs.

Sec. 431(b)(1)—Maintenance of effort

This provision weakens the maintenance of effort requirement in the 1976 VEA amendments and is tantamount to no maintenance of effort at all. As Benson and Hoachlander pointed out in their study of the distribution of vocational education funds, in a state in which federal funds account for only 10 percent of vocational education expenditures, a 10 percent reduction is spending in one year (which would be permitted by this bill) would lead to total supplanting of state funds. Benson and Hoachlander found that under the five percent reduction in effort permitted by the VEA regulations, "the maintenance of effort requirements are meaningless."

Sec. 432(a)—Withholding of funds

This section reduces the penalty for violating the law and could in some circumstances create an incentive to violate it by permitting the secretary to withhold funds only from programs affected by the violation. For example, if the Office of Vocational and Adult Education decided to enforce the law requiring sex equity coordinators to work full time on sex equity, it would find from six to a dozen states in violation of P.L. 94-482. If a state did not come into compliance, the Secretary could merely withhold the $50,000 set aside to support the coordinator's work. Since it is doubtful some of these states want someone on their staffs working to eliminate sex discrimination, they would be freed from the law's requirement. Similar problems could arise in any program in which funds are set aside to meet federal objectives.

The bill also apparently would not require states to come into compliance with the law before funds were released but only would require that the Secretary be "satisfied" that compliance would be reached in the future. As we have seen recently in civil rights enforcement, such agreements do not ensure that protections for minorities, women or the handicapped will be enforced, once the federal agency has withdrawn the threat of withholding funds.

Mr. Chairman, the NIE study of vocational education cost the American taxpayers $3 million. To repeat in new legislation the same problems which the study found in the old law would be a tragic mistake for vocational education as a whole, as well as for those who have been underserved. We urge the Subcommittee to move slowly and deliberately on reauthorization of the Vocational Education Act and not to mark up a bill until it has fully resolved the problems which have plagued the law for so long.

I will be pleased to respond to questions.

Chairman PERKINS. We will hear from the other gentlelady right now. Go right ahead. Identify yourself and proceed.

STATEMENT OF THERESA CUSICK, PROGRAM ASSOCIATE, LEGISLATION, PROJECT ON EQUAL EDUCATION RIGHTS, ON BEHALF OF THE NATIONAL COALITION FOR WOMEN AND GIRLS IN EDUCATION

Ms. CUSICK. Good morning, Chairman Perkins, and members of the subcommittee.

I am Theresa Cusick of the Project on Equal Education Rights of the NOW legal defense and education fund.

My testimony today is on behalf of the National Coalition for Women and Girls in Education. Twelve organizations have endorsed this statement and we are pleased to have this opportunity to give you our recommendations on H.R. 4164, the Vocational-Technical Education Act of 1983.

The organizations in the national coalition work together toward the common goal of promoting equal educational opportunities for all women and girls in our Nation's schools. Therefore, the reauthorization of the Vocational Education Act is a major priority.

The current VEA has many provisions designed to alleviate the well-documented discrimination in our vocational system. Our aim is to maintain those provisions which have worked to strengthen those that are weak and to add whatever new provisions that may be needed to make the law a better vehicle for providing high quality vocational education to women and girls.

As you know, the vocational education system in this country is essentially a dual system. The boys are concentrated in higher paying technical fields such as electronics, while most of the girls are in training to be clerical workers or beauticians.

These trends persist in spite of initiatives like title IX and the 1976 amendments. Although we can truthfully say that we have begun to make a dent.

The need to get female vocational education students into quality programs becomes more urgent every day. Most American girls must work a substantial part of their lives and most work out of economic necessity.

In 1981, 71 percent of poor black families, 50 percent of poor Hispanic families, and 39 percent of poor white families were maintained by women. Increasingly, when we talk about the disadvantaged or the poor, we are talking about women and their children.

As much as women need adequate skills to get good jobs, the economy also needs women to have these skills. Women are the major source of new workers in the 1980's—two out of three workers, according to some estimates.

The current law was supposed to solve a lot of the problems of segregation in the vocational education system. To some extent it succeeded. It succeeded where the Federal Government required actions or expenditures. It most often failed when States were simply allowed to spend money for these purposes.

For example, a survey conducted by the Federal Education Project of the Lawyers' Committee for Civil Rights Under Law, in September 1982, yielded responses from 24 States about their expenditures.

The study found that these expenditures were almost exclusively made for activities mandated by the law. Of those, 23 had budgeted a total of $2.6 million in fiscal year 1983 for displaced homemakers, apparently because States are required to assess and meet the needs of displaced homemakers under the current act. But only 15 of those States had budgeted funds for grants to overcome sex bias, a total of a little over $1 million. And only nine planned to spend vocational dollars on support services for women in nontraditional programs; a total of slightly over $200,000.

Seven of the 24 States planned to spend no funds on sex equity programs except for the mandated support of the sex equity coordinator and for displaced homemakers.

We can only agree with NIE's description of State efforts to comply with the law's sex equity purposes. States' efforts were "paltry," "token" and "symbolic," in the words of NIE.

As for H.R. 4164, the coalition believes that the proposed legislation would result in a serious retrenchment in programs serving women as well as the disadvantaged, disabled persons, and the limited English proficient.

The coalition believes that since research has proven that these are the populations most in need, no bill would so ineffectively target these populations could receive our support.

The proposed legislation removes those requirements that have had at least partially addressed the needs of displaced homemakers, single heads of households, and nontraditional students. Although the proposed legislation retains one of the key pieces of the 1976 amendments, the sex equity coordinator position, it does not correct any of the weaknesses of the current VEA and, overall, represents a substantial reduction of support for women, the disadvantaged, and disabled persons.

The National Coalition for Women and Girls in Education is deeply concerned about the potential for the destruction of what few gains women and girls recently have made in vocational education. Therefore, we have the following specific recommendations and comments:

First, there are a total of 22 authorized uses of part A funds, which includes programs to overcome sex bias and programs for special needs population.

Based on the history of the 1976 act, it is doubtful that many States would elect to spend their basic grant money on sex equity when they have 20-some other purposes on which they could spend money on.

Parts E and F, which may serve special populations, have separate authorizations from the basic grant. History tells us also that this structure could lead to funding part A with little or no funding provided for parts E and F.

Thus, States would tend to spend token amounts of basic grant money on programs to overcome sex bias, displaced homemakers, single heads of households, and other special groups. While parts E and F, which might conceivably be used for these purposes, are also permissive. So that even if these parts are fully funded, it is unlikely that States would spend more than token amounts of these funds for programs serving women.

There must be some mechanism to guarantee funding for programs for women as well as disadvantaged limited English proficient and disabled students.

We suggest that single authorization for the entire bill with a percentage of funds allocated for each part or reservation of funds for each part.

In addition, there should be $50 million reserved from the basic grant to fund grants to overcome sex bias. This should be in addition to the $50,000 reserved for the sex equity coordinator. Congress should retain existing provisions of the Vocational Education Act which authorize the use of Federal funds to eliminate sex bias in vocational education programs, curriculum and counseling; provide vocational education and support of services for displaced homemakers, single heads of household, and other women who suffer economic hardships because of the lack of job training; provide day care, and support experimental and pilot programs and other activities to overcome sex bias and encourage students to enroll in nontraditional programs.

Third, the industry education partnership piece is a good idea. However, here again we feel that unless substantial efforts are made, women and other underserved populations will be left out.

We recommend that funds be reserved from this part for the express purpose of offering grants to increase recruitment and retention of women and other underserved populations in these programs.

A high technology, cooperative education program targeted on women, minorities, the disadvantaged, and the handicapped, should be established in every State to help members of these groups which currently are under-represented in technical jobs, make the transition from school to work. Ten percent of the funds appropriated for this part should be used for these purposes.

Fourth, although part E is supposed to be a source of funds for sex equity, as we said before, it is totally permissive. At minimum we recommend that States should be required to assess and meet the needs of single heads of households, nontraditional students, and other special groups as it is required in the current law.

Part F, training and retraining for adults, lacks a formula to concentrate funds in areas with the greatest need. Under this part, funds could be spent for any adult vocational program. This part has no requirement that the States insure that the needs of displaced homemakers are met. Taken together with the fact that many people identify the displaced worker as a male worker, it is certain that displaced homemakers will be less well served under the proposed legislation than under current law.

The coalition recommends that 25 percent of the total appropriations for part F be used for grants by the States for vocational programs and supportive services to meet the needs of displaced homemakers and other single heads of households who are entering or reentering the job market; also for recruitment, job search assistance, counseling, and remedial services for males or females preparing to enter occupations traditional for the other sex.

Sixth, the vocational education data system must be mandated to collect and report data by sex within racial categories in line with current law. This system should also collect data on handicapped and disadvantaged students.

Seventh, the bill does not specify clearly that the sex equity coordinator must work full time on issues relating to sex discrimination. In some States, sex equity coordinators are given other unrelated duties and, therefore, unable to perform their coordinator duties.

In addition, the role of the sex equity coordinator as described in the bill is that of a passive reviewer, not as an active participant in shaping policy. We recommend that the bill specify that the sex equity coordinator work full time on issues relating to sex discrimination and sex bias.

We have also attached our suggested changes for the duties of the sex equity coordinator to this statement.

Finally, we note that the proposed legislation does not specify that at least one person representing each special population group be appointed to the State advisory council on vocational education which lessens the possibility that these councils can adequately represent and serve the needs of these groups. The existing requirement has led to an increase in the female participation, some 14 percent in 1976 to 35 percent in 1980.

In conclusion, the coalition is certain that the bill as drafted will not serve the needs of women and the disadvantaged and disabled persons. We urge the committee to give our recommendations full consideration and to strengthen and maintain the valuable and effective provisions of the VEA, which are so important to implementing equal education opportunities for women and girls in vocational education.

[The prepared statement of Theresa Cusick follows:]

PREPARED STATEMENT OF THERESA CUSICK, PROJECT ON EQUAL EDUCATION RIGHTS, NOW LEGAL DEFENSE AND EDUCATION FUND, NCWGE, WASHINGTON, D.C.

Chairman Perkins and members of the Subcommittee, I am Theresa Cusick of the Project on Equal Education Rights of the NOW Legal Defense and Education Fund. My testimony today is on behalf of the National Coalition for Women and Girls in Education. We are pleased to have this opportunity to give you our recommendations on H.R. 4164, "The Vocational Technical Education Act of 1983."

The organizations in the Coalition work together toward the common goal of promoting equal educational opportunities for all women and girls in our nation's schools. The reauthorization of the Vocational Education Act is a major priority. The current VEA has numerous provisions designed to alleviate the well-documented discrimination in our vocational system. Our aim is to maintain those provisions which have worked, to strengthen those that are weak and to add whatever new provisions needed to make the law a better vehicle for providing high quality vocational education to women and girls.

Despite initiatives such as Title IX of the Education Amendments of 1972 and the Vocational Education Act of 1976, our nation's vocational education system remains largely sex segregated. Although more women and girls today enjoy opportunities for job training that were denied them before 1972, the percentage of females in the vocational education system who are learning skills traditionally associated with higher-paying, traditionally "male" jobs is still low. According to the Vocational Education Data System (VEDS), most programs preparing students for historically "female" jobs—which are generally lower-paying and lower-status jobs—still have overwhelmingly female enrollments. In school year 1979-80, 91 percent of the students trained as nursing assistants were females, as were 87 percent of those trained as community health workers; 92 percent of those in cosmetology and 92 percent of those being trained as secretaries. On the other hand, women are only a fraction of students in many traditionally male courses of study—for example, women were five percent of the students in electrical technology; 10 percent in electronics, six percent in appliance repair; four percent in auto mechanics, four percent in carpentry; three percent in electricity; five percent in welding; four percent in tool and die making; and four percent in small engine repair.

Most educators maintain that the dual vocational education system survives because of societal expectations about the role of women. This is only partially true: it also survives because educational institutions have done little to dispel public misconceptions about the nature of traditionally male work and to encourage female students to break out of the job ghettos which vocational education itself has helped to create.

Moreover, the vocational educational system has not kept pace with the changes in modern society. Consider these statistics:

The number of female-headed households has more than doubled in the past 20 years, from 4.5 million in 1960 to 9.4 million in 1981.

The proportion of poor families maintained by women is increasing drastically. In 1981, 70 percent of poor black families, 50 percent of poor Hispanic families, and 39 percent of poor white families were maintained by women. Among them, these families included seven million children.

15 million women entered the workforce between 1971 and 1981.

Almost one million additional women will enter the workforce each year in the 1980's—two-thirds of the new entrants.

American girls—90 percent of them—can expect to work outside the homes for most of their adult lives. Forty precent will be heads-of-household.

In spite of the increasing economic need of women, they have remained trapped in low-paying jobs. Women's wages for full-time work still average only 60 percent of those of men—an actual decline since the 1950's. And indeed, the proportion of women and female-headed households living in poverty has burgeoned so astronomically in the past decade that a new term has been coined to describe it: the feminization of poverty. This condition is especially acute for black females.

The effect of discrimination against women in education, job training and employment is well-documented. But what about the effect on the economy?

Pat Choate, in a report for the Northeast-Midwest Institute called Retooling the American Work Force: Toward a National Training Strategy, points out that the growth of the American workforce is slowing dramatically as the "baby boom" generation matures. He notes that women are the major source of new workers in the 1980's—two of every three new workers—but that no institution "has integrated women fully into its professional, managerial, technical and production jobs. Completing this process must be a major item on the nation's economic and social agenda over the remainder of the 1980s . . . Specific programs are required to recruit, train, and place adult women in occupations that are nontraditional for their sex. Techniques for such programs have been created and can be replicated.

The Vocational Education Act amendments of 1976 were designed to do what Choate recommends—to help end the segregation of women in vocational training and to institute programs "to recruit, train and place adult women (and girls) in occupations that are nontraditional for their sex."

There are two major conclusions we can draw from evaluations of the sex equity provisions of the current Act. First, it is clear that these provisions worked best when States were required to take action and further, if given a choice, a State most often would choose not to spend its federal or State money on sex equity.

Charles Benson and Gareth Hoachlander in their 1981 paper, "Descriptive Study of the Distribution of Federal, State and Local Funds for Vocational Education," concluded that federally supported programs to promote sex equity had been given little support at the state level and reached only a small number of local school districts.

Specifically, they found that only about one-fifth of secondary school districts and two-fifths of postsecondary institutions sampled reported that they had organized special activities to overcome sex discrimination and stereotyping—an allowed, but not required use of federal funds. Benson and Hoachlander reported that of the 15 states studied, "(t)he states which did expend funds usually spent small amounts. None of the states reported spending more than one-half of one percent for these purposes."

The final NIE vocational education study, mandated by the VEA and published in September 1981, found that less than one percent of all state basic grant money was spent for activities to overcome sex discrimination and stereotyping. Only 0.2 percent of state and local matching funds went for these activities. In addition, seven states accounted for almost two-thirds of the funds spent for sex equity. NIE used the terms "paltry," "token" and "symbolic" to describe states' efforts to comply with the 1976 law.

A survey conducted by the Federal Education Project of the Lawyers' Committee for Civil Rights Under Law in September 1982 yielded responses from 24 states about their expenditures. The study found that these expenditures were almost exclusively made for activities mandated by the law. Of those, 23 had budgeted a total of $2.6 million in fiscal year 1983 for displaced homemakers—apparently because states are required to assess and meet the needs of displaced homemakers. But only 15 of those states had budgeted funds for grants to overcome sex bias (a total of $1,199,211) and only nine planned to spend VEA dollars on support services for women in nontraditional programs (a total of $234,895). Seven of the 24 states planned to spend no funds on sex equity programs except for the mandated support of the sex equity coordinator and for displaced homemakers.

It is unfortunate that states have elected to spend so little on overcoming sex bias and providing equal opportunities for women and girls in vocational education. Several studies have shown that in states where there was a significant effort to comply with the VEA's purposes and in schools where programs such as those recommended by Pat Choate were undertaken, significant enrollment changes did occur.[1]

Required activities and expenditures that have been particularly successful include:

Sex Equity Coordinator.—The current VEA provides every state with a minimum of $50,000 to employ at least one person to work full time towards achieving the law's sex equity purposes. Although there are perhaps a dozen states today evading the requirement (i.e., their sex equity coordinator does not work full time on sex equity), the law succeeded in doing what its framers intended: it created expertise and leadership for change in each State Department of Education.

In a recent report on state compliance with civil rights guidelines for vocational education, the director of the Denver regional Office for Civil Rights told OCR headquarters, "Our own experience is that generally Sex Equity Coordinators are, indeed, the strongest civil rights specialists on state staffs, and the most in touch with issues, and are the most prepared for on-site review assignments." Advocates for women throughout the country report that the sex equity coordinators' work has been critical to the law's success in many areas. Coordinators have successfully advocated funding for sex equity programs (often from non-VEA sources, such as CETA), created an awareness among state and local educators of sex bias in their programs, involved advocates for women in state plan hearings, and devised programs and strategies to increase the enrollment of women and girls in nontraditional vocational programs. The sex equity coordinator is, in addition, a strong symbol at the state level of the federal government's commitment to overcoming sex discrimination in vocational education.

State Advisory Councils.—The current VEA requires an "appropriate representation" of women and minorities on state advisory councils on vocational education. Because of this requirement, even with negligible enforcement by the Office of Vocational and Adult Education, women's participation on SACVs increased from 14 percent in 1976 to 35 percent by 1980.

Displaced Homemakers.—The current law requires states to assess and meet the needs of displaced homemakers and other single heads-of-household, but it left the amount of VEA and state and local matching funds to be spent for those purposes to state discretion. Some states met the requirement by setting aside a dollar; none expended enough to meet the critical needs of millions of women workers entering the job market without appropriate skills. However, far and away the most money spent on efforts to promote equal opportunities for women was in this category. Pennsylvania, for example, budgeted $700,000 of federal funds for displaced homemaker programs.

Recommended Changes for H.R. 4164, "The Vocational-Technical Act of 1983"

The proposed legislation, if adopted, would result in serious retrenchment in programs serving women, as well as disadvantaged and disabled persons. The Coalition believes that, since research has proven that these are the populations most in need, no bill that so ineffectively targets these populations could receive our support.

The legislation removes those requirements that have at least partially addressed the needs of displaced homemakers, single heads-of-household and nontraditional students. Although two Parts, "Training and Retraining for Adults" and "Vocational Education Programs for Youth with Special Needs" might conceivably address some of these needs, they have a separate authorization from the basic grant, making it likely that these Parts will receive no or minimal funding. Further, there are no requirements that funds be expended for these purposes, merely permission for the state to spend money in these areas if they choose.

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[1] See Sherman, Renee, Achieving Sex Equity in Vocational Education: A Crack in the Wall; Harrison, Laurie R., and Dahl, Peter R., Vocational Education Equity Study and Increasing Sex Equity: The Impact of the 1976 Vocational Education Amendments on Sex Equity in Vocational Education. (National Advisory Council on Vocational Education and National Advisory Council on Women's Educational Programs.)

Although the proposed legislation retains one of the key pieces of 1976 amendments—the sex equity coordinator position—it does not correct any of the weaknesses of the current VEA and overall, represents a substantial diminution of support for women and disadvantaged and disabled person.

The National Coalition for Women and Girls in Education is deeply concerned about the potential for destruction of what gains women and girls have made recently in vocational education. We have prepared the following specific recommendations and comments for your consideration.

1. Title I, Sec. 102. Authorization of Appropriations.—Program for women are allowed but not required in Part A. There are a total of 22 authorized uses of Part A funds. Based on the history of the 1976 VEA, it is doubful that many states would elect to spend their basic grant money on sex equity programs.

Parts E and F, parts which are supposed to serve special populations, have separate authorizations from the basic grant. History tells us that this structure would inevitably lead to funding Part A, with little or no funding provided for Parts E and F.

In addition, the authorization levels suggested for Parts E and F are woefully inadequate. Even if "Vocational Education Programs for Youth with Special Needs" was fully funded—which is doubtful—there would be less money for disadvantaged and handicapped students than under current law.

Recommendation: There should be some mechanism to guarantee funding for programs for women, as well as disadvantaged, limited English proficient, and disabled students. We suggest a single authorization with percentage of funds allocated for each Part or a reservation of funds for each Part.

2. Title II, Part A. Basic Grant.—As mentioned earlier, grants for programs to overcome sex bias are listed as one of 22 purposes in Part A. We have ample evidence that unless states are required to invest in programs to overcome sex bias, they will not do so.

Recommendation: There should be $50 million reserved from the basic grant to fund "Grants to Overcome Sex Bias." This should be in addition to the $50,000 reserved for the sex equity coordinator. Congress should retain existing provisions of the Vocational Education Act which authorize the use of federal funds to: Eliminate sex bias in vocational education programs, curriculum and counseling; provide vocational education and supportive services for displaced homemakers, single heads-of-household and other women who suffer economic hardships because of lack of job training; provide day care; and support experimental and pilot programs and other activities to overcome sex bias and encourage students to enroll in nontraditional programs.

3. Title II, Part D. Industry-Education Partnership for Training in High Technology Occupations.—Recommendation: We recommend that funds be reserved from this part for the express purpose of offering grants to increase recruitment and retention of women and other underserved populations in these programs. A high technology cooperative education program, targeted on women, minorities, the disadvantaged and handicapped should be estabished in every state to help members of those groups which currently are underrepresented in technical jobs make the transition from school to work. Ten percent of the funds appropriated for this Part should be used for these purposes.

4. Title II, Part E Vocational Education Programs for Youth With Special Needs.—Although Part E can be seen as a source of funds for sex equity, it is totally permissive and thus substantially weaker than the 1976 VEA which required support for sex equity efforts. Part E would permit funds to be used for basic instruction and for programs and services which are provided to other students with state, local and other federal funds.

Recommendation: At minimum, states should be required to assess and meet the needs of single heads-of-household, nontraditional students and other special groups, as is required in the current law.

5. Title II, Part F. Training and Retraining for Adults.—This part lacks a formula to concentrate funds in areas with the greatest needs and would permit funds to be spent for any adult vocational program. This Part has no requirement that the states ensure that the needs of displaced homemakers are met. Taken together with the fact that many people identify the "displaced" worker as a male worker, it is certain that displaced homemakers will be less well served under the proposed legislation than under current law.

Recommendation: Twenty-five percent of the total appropriation for Part F must be used for grants by the states for the following purposes:

(a) vocational programs and supportive services to meet the needs of displaced homemakers and other single heads-of-household who are entering or reentering the job market.

(b) recruitment, job search assistance, counseling and remedial services for males or females preparing to enter occupations traditional for the other sex.

6. Title III. Vocational Education Data System.—The Vocational Education Data System should continue to collect and report data by sex within racial categories. The system should be mandated to collect data on handicapped and disadvantaged students as well.

7. Title IV. Part A. State Administrative Responsibilities.—The bill does not specify that the sex equity coordinator must work full time on issues relating to sex discrimination. In some states, sex equity coordinators are given other, unrelated duties and therefore are unable to perform their coordinator duties. In addition the role of the sex equity coordinator as described in the bill is that of a passive reviewer, not an active participant and shaper of policy.

Recommendation: The bill should specify that the sex equity coordinator work full time on issues relating to sex discrimination and sex bias. We have attached our suggestions concerning the duties of the sex equity coordinator to this statement.

8. Title IV. Part A. Sec. 402. State Advisory Council.—Sec 402(a)(2) would severely weaken current membership requirements for the state advisory councils on vocational education. Under the current law, each council must include at least one member who is knowledgeable about sex discrimination in job training and employment, including at least one minority woman, one who understands the special educational needs of physically or mentally handicapped persons, one who represents and is knowledgeable about the needs of disadvantaged students. The proposed legislation does not specify that at least one person representing each special population group be appointed, thus lessening the possibility that these councils can adequately represent and serve the needs of these groups.

Recommendation: Retain membership requirement of current VEA.

CONCLUSION

The Coalition is certain that the bill, as drafted, will not serve the needs of women and disadvantaged and disabled students. We urge the Committee to give our recommendations full consideration and to strengthen and maintain the valuable and effective provisions of the VEA which are so important in promoting equal educational opportunities for women and girls in vocational education.

TITLE IV, SEC. 401—STATE ADMINISTRATION

Substitute new language:

Sec. (401)(d)(1) Any State desiring to participate in the programs authorized by this Act shall also employ at least one person to work full time to assist the State in fulfilling the purposes of this Act by—

(A) Assisting administrators, instructors and counselors in implementing programs and activities to increase access for women (including displaced homemakers and single heads of household) to vocational education and to increase male and female students' enrollment in nontraditional programs.

(B) Creating an awareness among administrators, instructors, counselors, students and parents of the provisions of Title IX of the 1972 Education Amendments with regard to overcoming sex discrimination in vocational education programs.

(C) Providing technical assistance to State and local school officials on ways of overcoming sex discrimination in vocational education programs.

(D) Gathering, analyzing and disseminating data on the status of men and women, students and employees, in vocational education programs in the State.

(E) Submitting for the annual State plan update and progress report an assessment of the State's progress in meeting the law's purposes with regard to overcoming sex discrimination and sex stereotyping, including data described in paragraph (D) above, and a description of expenditures of funds for programs specifically designed to enhance opportunities for women in vocational education and employment.

(F) Reviewing and approving the distribution of grants and contracts by the State board to assure that the interest and needs of women are addressed in the projects assisted under this Act.

(G) Making readily available to State agencies and the general public information developed pursuant to this section—

(1) From the funds allotted under this Act, each State shall expend not less than $50,000 in each fiscal year to carry out this subsection.

(2) For the purposes of this subsection, the term "State" means any one of the fifty states, the District of Columbia and Puerto Rico.

Chairman PERKINS. Let me thank both of you ladies.

Mr. Packard.

Mr. PACKARD. Thank you, Mr. Chairman.

I really don't have a lot of questions but one overriding concern comes to my mind as I read and listened to your testimony.

You are not the only group that is interested in setting aside certain portions of the funding of this bill. We think that this bill is a very important move for this country. It is important to adequately fund and adequately support a good vocational-technical program in this country, but if we had every group receive what it felt to be its fair share, and these groups are all legitimate with a justifiable claim on some of the funds and some of the programs, we would so fractionize the program that administratively it would simply be killed. Hundreds of special interest groups are interested in specific set-asides from the funding programs that are encompassed in the bill. I could enumerate some of them.

There are set-asides for counselors, authorizations for a $50 million set-aside for part A. And there are set-asides for postsecondary groups; there are set-asides for youth groups; there are set-asides for special needs groups—you could go on and on—and each group legitimately wanting a special amount set aside for its particular purpose.

All of a sudden we would find ourselves with nothing left in the bill to really administer the reforms and the changes, and the support of the basic programs that we are seeking to do.

I don't think anyone would argue against the need for sex equity. I think that the question is, is this bill the appropriate place to bring that about in terms of having a workable program?

Ms. WELLS. I would be glad to answer that. I agree with your concern that the bill is fragmented. We found it very much so ourselves.

Our concern, however, is that the Federal law meets some of the needs that the States are not meeting, even with the legislation we have now. The legislation for 20 years has been trying to get the States to meet some of these needs. We feel that States are meeting very well now the basic needs of vocational education for the basic instructional program. There is a 10 to 1 State-Federal match for the basic programs, whereas, for the disadvantaged for other special needs groups, the States are only spending 70 cents for every Federal dollar that is spent for special needs.

So that is our tremendous concern that this law drives some monies to those areas where there is tremendous under-service and tremendous problems. Female-headed households are rapidly increasing as the poverty population in this country. We don't feel the Vocational Education Act is addressing that. As important as we think homemaking is with so many women going now into the job market, having to work because they are the sole support of their families, it just is simply disproportionate to say that there should be $60 million to train homemakers and nothing set aside to help women who are making that entry into the job market—sometimes late in their lives when they face tremendous discrimination anyway, just in the work force.

Mr. **Packard**. I think that all of the programs that we are trying to strengthen in the bill include women as they do anyone else.

Ms. **Wells**. That is really not true, though. You may remember, Mr. Perkins, I think about a year ago, the State Director of Vocational Education from Minnesota appeared before this subcommittee. She was testifying in behalf of the set-asides for the disadvantaged and handicapped. In her testimony she described each of the programs Minnesota was funding under the disadvantaged and handicapped set-aside, and she gave the percentage or number of males and females in each of those programs, and women were incredibly disproportionately under-represented in those programs.

We feel that women and girls are not being served in these other programs. If they were, we would be quite happy and wouldn't be here today on behalf of women.

Mr. **Packard**. Again, I consider that women are beginning more and more to take their rightful place in the work force. Programs in which you categorize women into a very specific area and develop terminology in your funding bills to address them as a specific group, I think ultimately would lead us to serious problems.

I have some basic concerns about that approach to solving the inequities that women experience in the work force. I think there are better ways to do it rather than to draft the legislation to specifically deal with them as we do a disadvantaged group or as we do a handicapped group.

I don't believe that that is the approach to solve women's equity problems. I certainly believe that there ought to be equity but I am not convinced that drafting a special interest portion of the bill set aside for that purpose would not lead us to serious other problems.

Ms. **Cusick**. One of the things I would like to point out is that though we use the term special population for women, it is only because of the relative disadvantagement to the majority. But in actual numbers, women are the majority, and this legislation from what I can see, basically ignore the needs of the majority of the population.

Mr. **Packard**. Mr. Chairman, I would also like to request the inclusion in the record of a special report or memorandum that has been drafted by our colleague Mr. Goodling in reference to the National Center for Research in Vocational Education in, I believe it is Illinois, isn't it?—Ohio, that is correct, Ohio. There have been significant criticisms of that center in some of the written and verbal testimony today, and I think it is important that there be a response to that. Mr. Goodling has visited the center and I think that his memorandum would be helpful to include in the record. I would request unanimous consent for that purpose, Mr. Chairman.

Chairman **Perkins**. Without objection, it is agreed to.

[The document follows:]

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David H. Weaver
Senior Vice President
Business Systems Development,
Publishing Technology, and Research

October 14, 1983

Senator William Bradley
731 Senate Hart Office Building
2nd St. & Constitution Ave., NE
Washington, DC 20510

Dear Senator Bradley:

As a member of the Advisory Committee of the National Center for Research in Vocational Education (NCRVE) and as an educator concerned with the current state of vocational education, I wish to express serious reservations regarding the evaluation of the Center by Technassociates (October, 1982) and to have these comments inserted in the record at the October 18, 1983 hearing on this subject. A copy of this letter is also being sent to Senator Stafford, Chairman of the Senate Subcommittee on Education, Arts, and Humanities.

I feel three areas of the Technassociates report contained major flaws. These are methodology, findings, and recommendations. I shall address each of these separately.

Methodology

Without an acceptable research design, an entire study can be invalidated. The "Evaluation Design" in the Technassociates Study is flawed in three ways:

1. The study is evaluating the Center (the title of the report is "An Evaluation of The National Center for Research in Vocational Education: The Ohio State University, Columbus, Ohio") by reviewing only one component of its operations, its publications. Further, this is a review of only some of the publications of NCRVE selected haphazardly (see next paragraph). Vast generalizations are made about the entire NCRVE operation from this rather narrow review.

2. The claim that a random stratified sample of documents was taken is simply not valid. Whereas originally there appears to have been an attempt to select a random sample, the two changes made by the panel disqualify it from being methodologically sound: (1) the panel members selected and reviewed some deliverables on the basis of individual interest and expertise; and (2) NCRVE was asked to select some of its best written reports to be reviewed. These changes cause the sample to be no longer a "random" sample.

3. Due to unexplained delays in the U.S. mails, those documents selected by NCRVE for review were only partially reviewed. This further confuses the methodology.

In sum, the weak methodological approach of this study makes one immediately suspect of the remainder of the report, its findings, and recommendations.

Findings

The chapter on findings of the OPBE/PES Evaluations is fraught with statements that are (1) contradictory in nature, and (2) gross generalizations without presentation of supportive data. These flaws can best be illustrated by examples from the report itself.

1. On page 25 of the report, it is stated that the panel thought that the written work of the NCRVE " . . . has supported all of the functions mandated by the Congress and the Department of Education." Two sentences later, a contradictory statement is made that, " . . . the panel concluded unanimously that NCRVE's written deliverables have not met the larger purposes of legislative intent . . ." The definition of the larger legislative intent appears to be that of the panel, not that of the Congress.

2. The number of generalizations made without presentation of data is remarkable. Pages 25 to 33 contain countless examples.

"Overall, the panel . . . ."
"The panel also thought . . ."
"Many thought . . ."

" . . . strong consensus . . ."
" . . about half . . ."
" . . others . . . "
" . . . the evaluators were inclined . . ."

We never know if these references mean unanimous agreement, and, if not, how many of the panel members are agreeing to the statements.

Recommendations

There is little relationship between the information presented in the report and the recommendations made. For example, there are references to the quality of the research staff made in Recommendation III. Not only was there no formal evaluation made of the staff, indeed, there appeared to be minimal contact between NCRVE and the evaluators. Yet there are recommendations about staff improvement. Worse, the report leaps into making generalizations about management. On page 4 it is stated, "All things considered, NCRVE's written deliverables imply that both its own executive staff and the Office of Adult and Vocational Education have lacked the motivation and/or expertise to apply its resources effectively toward the general improvement in Vocational Education sought by Congress." Questioning the motivation of staff requires psychological testing; questioning the expertise of staff requires indepth reviews of staff work experience and educational backgrounds. As far as I can determine, such work was not done for this study.

My final observation on the recommendations is in regard to their adoption by the panel. It is unclear if the panel adopted (unanimously or otherwise) these recommendations. It is also unclear from reading the document whether these are staff or panel suggestions.

There are other problems with this evaluation but the above provides more than enough concerns in my eyes to invalidate the report. Also, I feel it is unfortunate that a number of positive reports on the Center's activities have not received the publicity that this unprofessionally conducted and flawed study has. I hope my observations will be given serious consideration at this hearing.

Sincerely,

David H. Weaver

/sh

cc: Senator Robert Stafford

Mr. **Packard**. Thank you. I have no further questions.

Chairman **Perkins**. Mr. Boucher.

Mr. **Boucher**. Thank you, Mr. Chairman. I would like to commend both of the witnesses for their very carefully prepared and well presented testimony this morning.

I think you have raised some concerns that this committee certainly should consider as it proceeds to reauthorize the Vocational Education Act. I, for one, believe that in that process we should not be cutting back, at least on current efforts, to ensure sex equity. So I will be glad to work with you in the effort to make sure that we do not do that.

Ms. **Cusick**. Thank you.

Chairman **Perkins**. Mr. Gunderson.

Mr. **Gunderson**. Thank you, Mr. Chairman.

I have no questions because I wasn't here to hear their testimony. I regret that but I think both Janet and Theresa and particularly you, Mr. Chairman, will be happy to know that over the last hour I have been at the Republican Policy Committee meeting and the Republican Policy Committee has just adopted a resolution in support of H. Con. Res. 190, the title IV reaffirmation of our legislative intent that comes up next week.

So I am happy to tell both you and the chairman that now on a bipartisan basis we are going to be going forth with probably one of the more important aspects of equity in education.

Ms. **Cusick**. We agree. That is great news.

Mr. **Gunderson**. I thought you would like to hear that.

Ms. **Cusick**. Yes, that's good.

Mr. **Gunderson**. I can assure both of you that I will be reviewing your testimony. I had hoped to be back for it but sometimes Republicans like to talk too much.

Ms. **Cusick**. Don't we all.

Mr. **Gunderson**. Thank you, Mr. Chairman.

Chairman **Perkins**. Let me thank both of you ladies for your appearance here this morning.

Ms. **Cusick**. Thank you.

Ms. **Wells**. Thank you.

Chairman **Perkins**. The committee will now adjourn subject to the call of the Chair.

[Whereupon, at 11:50 a.m., the subcommittee adjourned, to reconvene subject to the call of the Chair.]

VOCATIONAL-TECHNICAL EDUCATION ACT OF 1983

WEDNESDAY, NOVEMBER 9, 1983

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON ELEMENTARY, SECONDARY, AND
VOCATIONAL EDUCATION,
COMMITTEE ON EDUCATION AND LABOR,
Washington, D.C.

The subcommittee met, pursuant to call, at 9:37 a.m., in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the subcommittee) presiding.

Members present: Representatives Perkins, Andrews, Goodling, Packard, Gunderson, and Chandler.

Staff present: Richard DiEugenio, Republican senior legislative associate.

Chairman PERKINS. The subcommittee will come to order. The Subcommittee on Elementary, Secondary, and Vocational Education is concluding hearings for this year on H.R. 4164, the Vocational-Technical Education Act of 1983.

This bill is the product of extensive work by the American Vocational Association, the American Association of Community and Junior Colleges, and the National Association of State Directors of Vocational Education. I commend these three outstanding organizations for their work in drafting a bill and consulting with many other individuals and groups.

These hearings to date have been very helpful in clarifying the issues in vocational education reauthorization. The testimony from these hearings will greatly aid the subcommittee members when we proceed to mark up a reauthorization bill.

We will hear this morning from three Members of Congress. Mr. Ratchford, we will hear from you first, then Mr. Wyden, and then Mr. Evans. Come around and take a seat now.

Mr. RATCHFORD. Mr. Chairman, thank you very much, and with your approval, I would like to submit my full statement for the record and summarize——

Chairman PERKINS. Without objection, your full statement will be entered in the record.

[The prepared statement of Hon. William R. Ratchford follows:]

PREPARED STATEMENT OF HON. WILLIAM R. RATCHFORD, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CONNECTICUT

I want to thank you, Mr. Chairman, for holding this hearing today and for your leadership in the area of vocational education. This is an issue of vital importance to millions of Americans, and I applaud your's and the Subcommittee's efforts in addressing this issue.

We have all heard again and again the compelling statistics which demonstrate that America is aging, and aging fast. By the year 2000, the number of persons age 55 or older will increase by 19 percent. Those citizens who pass that magic threshhold, or any age threshhold, do not automatically become "old" in mind, body or spirit. Many, in fact, may be entering their most productive work years, when the steady accumulation of skills and experience become a valuable resource that this country can ill afford to waste. As policy-makers, we have an important responsibility to our older workers to ensure that if they wish to continue in the work-force, there will be no barriers to their doing so. Unfortunately, however, it will not be enough simply to encourage workers to remain in the labor force past age 55. Older workers tend to encounter a set of problems and obstacles peculiar to their age and the fact that they have or have not participated in the workforce for so many years. The federal government must take positive steps to identify those obstacles, and remove them. The result will be a wonderful sort of symbiosis. Employers and employed will benefit, as will the Social Security system, and our economy as a whole.

Year in and year out, older Americans confront the same obstalces to employment or reemployment, be they obsolete job skills, lack of skills, individual attitudes, lack of job search skills, and employer discrimination in hiring older persons, especially when they must be trained. Much of the pressure on the Social Security system is occurring because older workers who have been forced to retire for any number of reasons cannot find the help they need in obtaining new employment. Obsolete skills or lack of skills are a common complaint among male older workers who have been displaced by plant closings or the advent of new technology. The lack of marketable skills is most prevalent among older women seeking employment for the first time after years of work in raising a family.

This year's reauthorization of the Vocational Education Act is a welcome opportunity to highlight the special problems and needs of older workers in finding or holding jobs. Presently, programs funded through the Vocational Education Act have focused primarily on younger persons. Although I applaud the emphasis now being put on training and retaining of adults, I feel that it is critical to refine the focus on older adults by specifying the needs of workers age 55 and older. Funding to foster skills development and employment counseling programs that will assist the countless older Americans who want to continue to work or enter the work force is still lacking.

There are many examples of both private and public sector-sponsored employment which have demonstrated the dramatic potential contribution of older workers. Private firms which have experimented with older worker programs have discovered that their reliability, diligence, experience and maturity make them invaluable assets. But while the experiences of firms who have embarked on such a program have been uniformly positive, relatively few companies have made such a step. The federal government is to a large extent to blame. To date, few States have the funding to offer opportunities specifically to their older populations to gain the vocational skills necessary to reenter the labor force or take advantage of the flexibility of those private firms who are beginning to experiment in this area.

Mr. Chairman, a vast wealth of talent and productive capacity is going to waste because millions of Americans are being kept outside the nation's workforce. While it is critical to address the health and social service needs of the frail and the poor, that effort must not blind us to the critical need of older Americans to be contributing members of our society. In the future, we will see an increasingly healthy, well-educated and employable older population who need and wish to work. Let us treat them as a blessing, not a curse. The institutions are in place. We do not need new ones to provide the training and counseling that is needed. All that we need is the foresight, and the funding to make it work. The funding will be an investment in a better future. It will be returned thousands of times over as our country benefits from the contributions of its older workers.

I will be proposing legislation, Mr. Chairman, to amend the Vocational Education Act to provide a greater focus on the special training and employment needs of persons age 55 and older. Coordination with provisions of the Job Training Partnership Act is relevant for older Americans as well. Apart from strengthening the language of the Act, I intend either to reintroduce legislation establishing model centers to focus greater attention on the special vocational needs of the older worker, and to promote employment opportunities for them, or to provide a grant for a specific vocational education program for older Americans. I greatly appreciate the opportunity to testify, and look forward to working with the Subcommittee in this area.

STATEMENT OF HON. WILLIAM R. RATCHFORD, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CONNECTICUT

Mr. RATCHFORD. First, Mr. Chairman, I would like to compliment you for your leadership in this area. I know how much a part of your life and your congressional contribution has been consumed and involved with the whole subject of vocational education.

What I would like to focus on this morning is the opportunity to broaden the current scope of the Vocational Education Act to cover older workers. Now I don't have to tell you because every population survey says it and the census said it better than anything else, the fastest growing sector of America is the older American sector.

For example, that sector over the age of 55 will grow by 19 percent between now and the year 2000, and as policymakers, Mr. Chairman, this then gives us a great obligation to the older worker to insure that that older worker who wants to can remain in the work force.

Older workers face a set of obstacles today that are peculiar to their age. The Federal Government, I think, must remove those obstacles and see to it that we don't waste a great resource, and that is the resource of human talent.

Older workers face the following problems: Obsolete job skills; lack of skills; attitudes on behalf of employers; lack of job search skills; and employer discrimination in hiring, especially when that older worker must be trained.

Now I come from a district where many older workers have faced these problems—the rubber industry, the footwear industry, the copper industry, the steel industry, the brass industry. All are industries that because of imports and because of the changing nature of the American industrial base, have resulted in a decline in this particular area and a loss of jobs to older workers.

These are older workers with high skills. These are older workers with a strong work ethic. These are older workers whose roots are in the community. And yet, in many instances, these are older workers who face the prospect of a lifetime without finding a new job.

What I would suggest is as we reauthorize the Vocational Education Act that we use this opportunity to target the special needs of the older worker. Specifically we need to target them in the language of the legislation and target them as far as opportunities for authorization for funding are concerned.

We have seen some success in the private sector and if you will recall a year ago, we held a hearing on the older worker and had a number of employers in who indicated that the older worker was a reliable worker, that the older worker had a strong work record, that the older worker was willing to take the training and retraining and to provide new skills, if that opportunity was provided. Sadly, the Federal Government has done little in this area and the States have done less.

Now what I would propose is that we open up the Vocational Education Act for the older worker, that in every category where there is a targeting of those who have special needs, that we target the older worker—and we are referring to the worker over the age of 55—that we make a direct tie between the Vocational Education and the Job Training Partnership Acts so that we don't go out and invent new facilities, where vocational education facilities exist and can be used to provide this type of training.

For example, you know, and you were heavily involved in seeing that it was there, the displaced worker is spotlighted in the Job Training Partnership Act, but if we don't provide the counseling, if we don't provide the training, if we don't provide the retraining, if we don't give the opportunity through job search, that displaced worker will end up permanently displaced and we have lost then not only an opportunity for society, but the great asset and talent that that displaced worker now represents.

Your spotlighting on training and retraining and counseling is critical and that needs to be carried over to the funding area when authorization is mentioned. Minimally, Mr. Chairman, we ought to at least provide demonstration projects in this area, but more realistically the older worker doesn't want a demonstration, the older worker doesn't want a token, the older worker wants an opportunity for a job.

I commend you for holding the hearings. I think it is a great opportunity and this bill which has been so much of your contribution to education in America. When I think of vocational education, Mr. Perkins, I think of you and your contribution. But now we have an opportunity to broaden that contribution. It has been a great source of opportunity for younger students and younger workers. Now we have an opportunity to broaden that source, open that door and to provide new opportunities to those who have built the industrial base of America, but now go without work.

So this is the opportunity to target and to focus and I hope we will not lose that opportunity.

Thank you for the opportunity to appear before you.

Chairman PERKINS. Are you in a hurry, Mr. Ratchford?

Mr. RATCHFORD. No, Mr. Chairman, I am never in a hurry when you are around.

Chairman PERKINS. Mr. Wyden, identify yourself for the record and go right ahead and then we will ask you some questions.

[The prepared statement of Hon. Ron Wyden follows:]

PREPARED STATEMENT OF HON. RON WYDEN, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF OREGON

Thank you, Mr. Chairman, for the opportunity to speak before this subcommittee as it deliberates H.R. 4164.

I also want to take a moment to commend the Chairman for appointing a national task force this summer to explore the problems and benefits associated with merit pay for teachers. This task force conducted a good, common sense examination of the issue of merit pay—an issue which had previously been riddled with hyperbole and easy answers—and I again want to thank you for appointing me to serve as a member of that prestigious panel.

Mr. Chairman, at a time when unemployment is still higher than at the worst point of any other recession since the 1930's, and at a time when unprecedented demands are being placed on our work force, strengthening and modernizing this nation's vocational education programs are crucial.

Today, I want to focus on one way to do this: state equipment pools.

Tomorrow's jobs will require technical knowledge and skills. As the Task Force on Education for Economic Growth wrote in its June, 1983, report: "Jobs which offer upward mobility will increasingly be those which require the use of technology."

To meet this challenge, we need vocational training programs as modern as the job market. That means schools with skilled teachers, state-of-the-art equipment and new textbooks.

More than just having the proper tools, our nation's vocational education programs must be flexible: We need to have programs that can adapt to new and specific challenges. We need to promote new and creative ways to cooperate with industries so that they have the type of skilled workers they need to get the job done.

State equipment pools, which are major programs in the states of Oklahoma and South Carolina, are a unique way to provide this flexibility and creativity. And I believe a moderate, cost-effective federal investment in state equipment pool programs could benefit business, industry and labor many times over.

State equipment pools are a little bit like a lending library for the prohibitively expensive equipment such as computers and medical equipment that vocational education programs so desperately need.

Here's how it works: The state vocational agency buys or leases modern, state-of-the-art equipment and stores that equipment in a central location. The equipment is then "checked-out" to local schools and communities where a special need may exist for the equipment.

State equipment pools offer many advantages. Through them vocational institutions have access to modern technical equipment. Both the state and the institutions save money because fewer pieces of equipment are needed and they are more fully used.

Dr. Pat Choate, a senior policy analyst with TRW, wrote in a report this summer that state equipment pools permit states to purchase or lease much more expensive and advanced equipment than would be possible for a local school with limited demands. And educational and training institutions which use this state-of-the-art equipment are more likely to retrain qualified faculty.

Dr. Francis Tuttle, who directs Oklahoma's technical education program, reports that the state's 15-year-old equipment pool program has been a tremendous success.

To run its program, the state acquired a warehouse and trucks and hired people to operate the warehouse and maintain equipment. Oklahoma now has $3.5 million of equipment being used for training students and workers.

Equipment is selected on the basis of the prevailing job market. In Oklahoma, that means manufacturing equipment and machine tools. But the program doesn't stop there. Oklahoma's program is now adding sophisticated computer-assisted micro-control equipment, special welding equipment, and even new office equipment to train office workers.

Tuttle reports that Oklahoma's schools place a great demand on the available equipment—not much remains idle.

In my home state of Oregon, an equipment exchange is listed in the state vocational agency's newsletter publicizing the equipment that local schools are not using, so that schools can trade for equipment they need. This is an obvious complement to the equipment pool concept.

In Oklahoma, because the state owns the equipment, these scarce technical resources can be equitable distributed throughout the state and not just where there are wealthy school districts.

Oklahoma also has a yearly sale of outdated equipment. The proceeds go back into the pool to buy new equipment. Private-sector contributions of equipment in that state have remained constant, and industries are satisfied because personnel are being trained properly.

Every state official I have consulted indicated that if there's one problem with the equipment pool programs, it's trying to keep the equipment current, as most of it is outdated within ten years.

In Oregon, like most states, the budget for higher education has been increasingly hard-pressed. Appropriations for higher education have fallen 3 percent in the last 10 years as the state legislature has looked for ways to hold down spending. At the same time, Oregonians are reluctant to pay additional taxes—leaving school levies in Oregon with dim prospects of approval.

With money short, one of the first things to be cut from a college or vocational school's budget are funds to purchase expensive equipment. And we all know, computers aren't cheap. South Carolina, for instance, needs an estimated $15 million dollars to update its equipment pool. This year, however, its legislature could only produce $4.5 of the $15 million it needs.

Based on my evaluation of the state equipmet concept and talks with vocational education directors, federal money—specifically earmarked for use in purchasing equipment for equipment pools—could readily be used by the states.

I think that a federal matching requirement for state equipment pools will help supply our schools' demands for equipment.

There are naysayers who think that any federal money spent is money spent poorly. But the funds expended to create the kind of technical expertise would come back to this country several time over in terms of full employment and an innovative economy. There are more than 28,000 secondary and postsecondary vocational institutions in the United States, most of which will be in use well into the twenty-first century. It is absolutely critical that the classrooms in these schools be equipped with modern equipment if their training programs are also to reach into the next century.

Mr. Chairman, I support the goal of H.R. 4164 to assist the states to "expand, improve and intensify existing vocational-technical education programs and to develop new programs in order to meet the needs of our nation's existing and future work force for marketable skills."

This is a goal we must meet. We must train more students to work in high technology fields and other new jobs. To do that, the tools must be in place in our vocational schools.

State equipment pools can help put the right tools in the right hands.

I have often said that to keep pace with our foreign competitors, we must have an educational system which is committed to keeping our "human capital" as rigorous as our investment capital. I think that through federal support for state equipment pools we can take a step in that direction.

Thank you again, Mr. Chairman, for allowing me to testify today on this important issue. I would be happy to answer any questions that you or the other Members may have.

STATEMENT OF HON. RON WYDEN, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF OREGON

Mr. **Wyden**. Thank you very much, Mr. Chairman. I would just like to associate myself with the remarks of the gentleman from Connecticut. I think when we hear the name Perkins we associate that with educational opportunity and I think all Americans who are familiar with the field do and I just want to commend you, Mr. Chairman, for your leadership.

I'll thank you again at this time for giving me the opportunity to serve on the merit pay task force. I think that gave us a chance to set aside some of the rhetoric and some of the emotionalism about a controversial issue and I think we have come up with some balanced, thoughtful recommendations and I just want to thank you for your leadership in that area as well.

Let me also say before I begin my own testimony——

Chairman **Perkins**. I think your recommendations were very constructive. Go ahead.

Mr. **Wyden**. Thank you, Mr. Chairman. Let me say before I begin my testimony that I want to associate also with the gentleman from Connecticut on his comments about older workers. I think it's clear that to reindustrialize this country, to make it possible to have new educational opportunities for Americans who want to work, we have to look at the unique problems of older workers and the gentleman from Connecticut laid it out very eloquently.

What I would like to do, Mr. Chairman, is focus on another idea, another innovative concept that I think has got a lot of potential and that is State equipment pools. We all know that tomorrow's jobs are going to require technical knowledge and skills. The task force on education for economic growth wrote in June of 1983:

> Jobs which offer upward mobility will increasingly be those which require the use of technology. To meet that challenge we need vocational training programs as

modern as the job market—schools with skilled teachers, state-of-the-art equipment and new textbooks.

One of the things that I think can insure that we have the proper tools is to have programs that can look at new and specific kinds of challenges. I think State equipment pools which are major programs in the States of Oklahoma and South Carolina are a unique way to provide this flexibility and creativity.

They work a little bit like a lending library, Mr. Chairman. In effect, prohibitively expensive equipment like computers and medical equipment that vocational education programs desperately need can be available through these kinds of equipment pools.

The way it works is that the State vocational agency buys or leases modern, state-of-the-art equipment and stores that equipment in a central location. Then the equipment is checked out to local schools and communities where a special need may exist for the equipment. There are a lot of advantages to this kind of approach. Through them all, vocational education institutions can gain access to modern equipment. State and institutional programs save money because fewer pieces of equipment are needed and those that we have are more fully used.

Dr. Pat Choate, a senior policy analyst with TRW, wrote in a report this summer that, State equipment pools permit States to purchase or lease much more expensive and advanced equipment than would be possible for a local school with limited demands. Educational and training institutions which use this state-of-the-art equipment are more likely to retain qualified faculty.

Dr. Francis Tuttle who directs Oklahoma's technical education program reports that their State equipment pool program has been a tremendous success. What the State there has done is they have acquired a warehouse and trucks, and they have hired people to operate and maintain the equipment. They now have $3.5 million worth of equipment being used for training students and workers. The equipment is selected on the basis of a prevailing job market, and in particular, in that State they focus on manufacturing equipment and machine tools. They are now starting to add computer-assisted micro-control equipment and special welding equipment, and even new office equipment to train office workers.

In my own State of Oregon, we use a slightly different approach. What happens in Oregon is an equipment exchange is listed in the State Vocational Agency's newsletter publicizing the equipment that local schools aren't using so that schools can trade for equipment they need. I think this is an obvious kind of complement to existing equipment pools and I think it's a natural addition for us to look at.

Every State official that I have consulted with, Mr. Chairman, indicated that if there is one problem with the equipment programs, it's trying to keep the equipment current because most of it gets outdated within 10 years. I think we all understand with money short, one of the first things to be cut from a college or vocational school's budget are the funds to purchase expensive equipment. Computers aren't cheap. South Carolina did an estimate recently and concluded that they would need $15 million to update their equipment pool.

Now based on my evaluation of the State equipment concept and talks around the country with vocational education directors, that's where I really think the Federal Government could help with Federal dollars, specifically earmarked for use in purchasing equipment for the pools, particularly equipment that would keep the equipment current.

Perhaps we could look at something like a Federal matching requirement for State equipment pools that would help supply the schools' demand. Now there are some naysayers, of course, who say that any Federal money that would be spent in this area, would be spent less than wisely. I think that the funds expended to create the kind of technical expertise that a revolving equipment pool program could create would come back to this country several times in terms of full employment and an innovative economy.

Finally, Mr. Chairman, let me say, I support the goal of H.R. 4164, to assist the States to expand, improve, and intensify existing vocational-technical education programs and to develop new programs in order to meet the needs of our Nation's existing and future work force for marketable skills. I think it's clear this is a goal that ought to be at the top of our priority list and I am hopeful that something along the lines of the State equipment pool concept could be done in addition to that because I think these equipment pools can help us put the right tools for educating American citizens in the right hands.

With that, Mr. Chairman, let me, if I might, with your permission, have my entire statement put into the record. Again, I thank you for your graciousness in letting me come today.

Chairman PERKINS. Have we got time before we commence questioning to hear Mr. Evans?

Mr. RATCHFORD. Yes, Mr. Chairman.

Mr. WYDEN. Yes.

Chairman PERKINS. Come around, Mr. Evans.

Off the record.

[Off the record discussion.]

Chairman PERKINS. Back on the record. Go ahead, Mr. Evans.

[The prepared statement of Hon. Lane Evans follows:]

PREPARED STATEMENT OF HON. LANE EVANS, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF ILLINOIS

I want to thank Chairman Perkins for the opportunity to testify at this hearing. The recommendations offered today, coupled with the information gathered in previous hearings should be helpful to the Members of this subcommittee in developing legislation to effectively promote vocational education.

As my contribution to this hearing I would like to stress the dire need for vocational education programs and offer some suggestions regarding their implementation.

My home district is Illinois has experienced the damaging effects of the economic recession. Unemployment has hovered near 17 percent for some time now, due to the major cutbacks by local industry. A lucky few of these workers may be called back, but for many people there is little chance of returning to their former occupation.

The economic disruption in my district is echoed throughout great portions of our country. It is folly to think that our present economic picture is merely a short-term problem that will correct itself over time. Rather, our economy is going through a transition stage which we must be prepared to confront and direct.

Our government has laid the groundwork for the battle against high unemployment by creating the $3.5 billion Jobs Training Partnership Act. This program will allow individual states and local labor markets to develop plans of action that are best suited to their particular needs.

In my home district, Black Hawk College in Moline, Illinois was selected as one of the J.T.P.A. pilot programs prior to the full-scale implementation of the Act. Demand for the program was high. 640 people filed applications, of which 552 were certified eligible participants under the terms of the J.T.P.A. This program is now providing critical services to the recession-stricken citizens of my district.

The plague of unemployment demands action. In developing a coherent employment program, we in Congress must consider the role that vocational education should play in the 1980's.

I think we would all agree that voc. ed. prepares individuals for an occupation in the outside world. But more than that, it is designed to make each participant competitive in the current job market.

Yet for vocational education to truly serve its purpose, it must do more than simply groom an individual for a specific occupation. Vocational education must be a tool that is adaptable to change. It is essential that the authors and administrators of such training programs keep close watch over the business climate. In addition, they should work closely with businesses and industries in designing and implementing effective voc. ed. programs.

This approach allows the representatives of local businesses the opportunity to suggest courses of training in terms of their future employment needs, while the administrative bodies can provide their expertise in formulating programs to meet those needs.

Only through this cooperative approach can we be sure that vocational education meets the needs of American employers and provides appropriate training for the program participants. In short, vocational education must keep abreast of the changing world around us and anticipate the future job market.

I can use my home district as an illustration. The J.T.P.A. program administered by Black Hawk College has 16 training courses. Included within its vocational education curriculum are several courses which have been traditionally associated with voc. ed., such as secretarial and automotive training.

Yet there are also a number of courses which reflect our shifting economic picture such as training for electronic technicians, computer programmers, and sales-workers. These courses were not offered on a whim of the college administration, but were based on research and market realities.

During the 1970's, the number of people employed in a three-county area of my district grew by 18 percent. The highest growth occupations were electronic technicians, computer programmers, and sales workers. I think that this trend is probably typical of the country as a whole, and that any vocational education programs should be formulated with these occupations in mind.

The programs which are called for in H.R. 4164 serve not only as a reauthorization of the Vocational Education Act of 1963, but also as a much-needed reevaluation of vocational and technical education in America. For this, the Members of this subcommittee are to be commended.

However, I must point out that each and every one of these programs, no matter how well designed, must always be implemented with a realization of the immediate needs of the participants. The effort that has gone into this legislation is meaningless if the people it is designed to serve cannot take part due to concerns of everyday life.

A case in point is the displaced worker with little money, children to care for, and no available transportation because the available support services such as child-care facilities and transportation, our unemployed are left out in the cold.

The Black Hawk College pilot program has found this to be true. It would be shameful to spend tax dollars on a national retraining effort which potential participants are unable to get to class. I urge you to make support services a top priority when addressing the vocational needs of our citizens. These matters can easily be overlooked, but they may prove to be the key element in determining the success or failure of vocational and technical education in our country.

Putting the large number of unemployed Americans back to work will take a national commitment, whose nucleus can be the legislation which is presently considered by this subcommittee. It is a difficult task, but one essential to the future health and prosperity of our society. I stand ready to help you in enacting a federal program to train workers in my district and throughout our nation for the jobs of today and tomorrow.

STATEMENT OF HON. LANE EVANS, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF ILLINOIS

Mr. EVANS. I want to thank you, Mr. Chairman, for the opportunity to testify at the hearing. The recommendations offered today, coupled with the information gathered in previous hearings, should be helpful to the members of this subcommittee in developing legislation to effectively promote vocational education.

As my contribution, I would like to stress the dire need for vocational education programs and offer some suggestions regarding their implementation. My home district in Illinois has experienced the damaging effects of the economic recession. Unemployment has been near 17 percent for some time now due to major cutbacks by local industry. A lucky few of these workers may be called back, but for many people there is little chance of returning to their former occupations. The economic disruption in my district is echoed throughout great portions of our country. It is folly to think that our present economic picture is merely a short-term problem that will correct itself over a period of time.

Rather our economy is going through a transition stage which we must be prepared to confront and direct. Our Government has laid the groundwork for the battle against high unemployment by creating the $3½ billion JTPA. This program will allow individual States and local labor markets to develop plans of action that are best suited to their particular needs.

In my home district, Black Hawk College in Moline, Ill. was selected as one of the JTPA pilot programs prior to the full implementation of the act. Demand for the program was high. 640 people have filed applications of which 552 were certified eligible participants under the terms of the act.

This program is now providing critical services to the recession-stricken citizens of my district. The plague of unemployment demands action. In developing a coherent employment program, we in Congress must consider the role that vocational education should play in the 1980's. I think we would all agree that vocational education prepares individuals for an occupation in the outside world. But more than that, it is designed to make each participant competitive in the current job market.

And yet, for vocational education to truly serve its purpose, it must do more than simply groom an individual for a specific occupation. Vocational education must be a tool that is adaptable to change. It is essential that the authors and administrators of such training programs keep close watch over the business climate. In addition, they should work closely with businesses and industries in designing and implementing effective vocational education programs.

This approach allows the representatives of local businesses the opportunity to suggest courses of training in terms of their future employment needs, while the administrative bodies can provide their expertise in formulating programs to meet those needs.

Only through this cooperative approach can we be sure that vocational education meets the need of American employers and provides appropriate training for the program participants. In short, vocational education must keep abreast of the changing world around us and anticipate the future job market.

I can use my home district again as an illustration. The JTPA program administered by Black Hawk College has 16 training courses. Included within its vocational education curriculum are such courses which have been traditionally associated with vocational education, such as secretarial and automobile training. Yet, there are also a number of courses which reflect our shifting economic picture, such as training for electronic technicians, computer programers, and sales workers.

These courses were not offered as a whim of a college administrator, but were based on research and market realities.

During the 1970's the number of people employed in a three-county area of my district grew by 18 percent. The highest growth occupations were electronic technicians, computer programers, and sales workers. I think that this trend is probably typical of the country as a whole and that any vocational education program should be formulated with these occupations in mind. The programs which are called for in H.R. 4164 serve not only as a reauthorization of the Vocational Education Act of 1963, but also a much needed reevaluation of vocational-technical education in America.

For this, the members of this subcommittee are to be commended. However, I must point out that each and every one of these programs, no matter how well designed, must always be implemented with the realization of the immediate needs of the participants. The effort that has gone into this legislation is meaningless if the people it is designed to serve cannot take part, due to concerns of everyday life.

A case in point is a displaced worker with little money, children to care for and no available transportation because the spouse is working. These are the people that we must attend to. Without available support services such as child care facilities and transportation, our unemployed are left out in the cold.

The Black Hawk College pilot program found this to be true. It would be shameful to spend tax dollars on a national retraining effort, while potential participants are unable to get to class. I urge you to make support services a top priority when addressing the vocational needs of our citizens. These matters can be easily overlooked but they may prove to be the key element in determining the success or failure of vocational and technical education in our country.

Putting a large number of unemployed workers back to work will take a national commitment whose nucleus can be the legislation which is being presently considered by this committee. It is a difficult task but one essential to the future health and prosperity of our society.

I stand ready to help you, Mr. Chairman, in enacting a Federal program to train workers in my district and throughout our Nation for the jobs of today and tomorrow.

I thank you for the opportunity to make a statement.

Chairman **Perkins**. Thank you very much this morning, Mr. Evans.

Let me ask you, Mr. Evans, our committee is considering creating a new high technology program in vocational education but we are concerned about whether we should require companies and States to contribute matching funds for the Federal funds. Could your local companies and the State of Illinois find the funds to match any Federal funds for this purpose, in your judgment?

Mr. **Evans**. Our State is very hard pressed at this time and has had many problems with primary, secondary and higher education at this time. It's hard to say. At the same time, many of our corporations and companies that are hard pressed have contributed in many ways by providing assistance, by providing, quite often, to these vocational education programs machinery and other things and they would be at least in a position to help out, I think, although, I think, our State is in a very tough situation and probably can't contribute any more than it has at this point, in terms of its aid to the community colleges.

Chairman **Perkins**. What do you think, Mr. Ratchford?

Mr. **Ratchford**. I think it's going to be touch and go, Mr. Chairman. State after State, because of dramatic cuts at the Federal level—and I know you tried to reverse it as recently as yesterday—have had to try to come up with more funding in a variety of educational areas. I think the more that we cut at this level, the more they are going to have to come up with at the State and local level. Therefore, if there is to be something new in this area, I think there ought to be new Federal dollars also.

Chairman **Perkins**. What do you think about the State of Oregon?

Mr. **Wyden**. Mr. Chairman, I can only say that in the State of Oregon appropriations for higher education have fallen 3 percent in the last 10 years just as a result of the kinds of problems that my colleagues Mr. Ratchford and Mr. Evans are talking about. I just think, no matter what we do here, we have got to have some kind of partnership between the States and the Federal Government. The Federal Government certainly can't pick up the whole tab today with a $200 billion deficit staring us in the face and I think we just have to counsel with the States to work out some kind of partnership where we have a matching arrangement that everybody can live with.

Chairman **Perkins**. Now, let me ask you a question, Mr. Wyden. Some Members are urging tax credits for businesses to contribute equipment to vocational schools, if they do give them tax credits. But other Members have expressed some reservations about the idea.

What are your thoughts along this line?

Mr. **Wyden**. Well, without going into a long discussion of tax policy, Mr. Chairman, I think that we are looking at some kind of major simplification of the Tax Code in the next few years. Some kind of Bradley-Gephart or something along those lines, I think, sometime in the next few years is going to come into being. I question whether we ought to continually try to jerry-build this tax structure with one credit after another.

It would be my feeling that for the State equipment pools, which I think you know I am most interested in and came really today to talk specifically about, I would like to see if we couldn't put together a small fund that would be the Federal Government's share of this and go that kind of route instead of the tax credit approach.

My staff and I put together some numbers. For example, Mr. Chairman, we found that perhaps even with a contribution of $15 million to $20 million, which, of course, is a lot of money, but by way of national education programs, is not the largest sum in the world—a modest sized pool of even $15 million to $20 million made available to the States as the Federal Government's share of trying to help develop these State equipment pools would really be a help. I would like to see us go that route without the tax credit approach.

Chairman PERKINS. Mr. Ratchford, in view of the high technology section that we have in this bill, what is your viewpoint about tax credits for modern equipment?

Mr. RATCHFORD. I think we just put off a problem, Mr. Chairman. Mr. Wyden has referred to the fact that we face a deficit of $200 billion. If, in fact, we say that we are now going to get at it through the credit route, that's going to result in a loss of revenue, too. I think we need a commitment that involves a Federal and State match and that, to me, is the best way to get at it.

For example, the older worker portion that I am interested in, I don't think it really lends itself well to the tax credits. We need a commitment to older workers that we are going to provide access to them to high tech. High tech is not meaningful for many older workers. I saw a television show done by CBS in which they interviewed an old steelworker who was old by standards in that particular industry, but he still had 10 years left. He said, "High tech isn't the answer. For me, it assumes that I have a basis in math, in algebra, in geometry." He said, "I have not even had the math. So to talk about high tech for me is not an answer." I think what we have to do is to make a commitment to both high tech and older workers, but I don't think the tax credit way is the way to go.

Chairman PERKINS. Mr. Evans.

Mr. EVANS. Well, I would probably agree with most of the comments of my colleagues, but I would also think that in the areas of high tech, and other areas for that matter, that the equipment is very expensive to get a private corporation to do it. I think it might lend itself to tax credits. I really haven't studied it to any great degree, but the expense involved, it might be helpful.

Chairman PERKINS. Now, Mr. Ratchford, do you feel that we should amend this bill to require States to fund more programs for these older workers and should we require any particular types of programs to be funded for these workers, such as high technology training?

Mr. RATCHFORD. Well, Mr. Chairman, I think the amendment needs to be so that there is a commitment in this act to the older worker. It's been the door of opportunity for, as you know, the high school student with vocational skills. But for the older worker looking for new skills, that opportunity hasn't been there.

So, one, I think it ought to be amended so that the act does spotlight the older worker. Two, there ought to be an emphasis on training, retraining, counseling and job-search skills. But, three, I think it needs to be clear that it has to be a Federal-State partnership to get it done. It isn't going to happen otherwise.

You know that the amount of Federal dollars coming in in the vocational area are not large. If I recall correctly from my days on this committee, they are somewhere around 8 or 9 percent and that being the case it's not going to be enough for the Federal Government to say, "We are making a commitment to older workers so that they do have an opportunity in high tech." It's got to be both a Federal and a State commitment with encouragement for the private sector.

Chairman PERKINS. Mr. Wyden, do you want to comment on that question?

Mr. WYDEN. I think my colleague has said it very well. I was a director of the Gray Panthers for about 7 years before I came to Congress, Mr. Chairman, and I think it's clear that workers, particularly in their late forties and early fifties, are going to be looking for these kinds of educational opportunities.

Frankly, I think Bill Ratchford's idea works very well with the concept of State equipment pools as well. If we are going to continually use our resources as best we can, we ought to go with something along the lines of what Bill Ratchford is talking about and State equipment pools as well.

Mr. RATCHFORD. Just briefly, Mr. Chairman, we now focus on the displaced worker, but if we don't open up vocational education for the displaced worker, you are going to have to reinvent a system. Reinventing a system, one, is duplication, and two, expensive. So from the point of view of avoiding duplication and cutting expense, that's why I would like to put an emphasis in this act.

Chairman PERKINS. Mr. Evans.

Mr. EVANS. I would associate myself with the comments of my two colleagues.

Chairman PERKINS. I thank all of you gentlemen very much. You have been very helpful.

Mr. EVANS. Thank you, Mr. Chairman.

Chairman PERKINS. Excuse me. Mr. Goodling.

Mr. GOODLING. Quickly, since we have a vote that is coming up, I would merely say to Mr. Ratchford that I am passing that magic threshold you talk about in your report.

Mr. RATCHFORD. I am approaching it.

Mr. GOODLING. Mr. Wyden, I like your State equipment on wheels program. I happen to believe, however, that you must tie that into the private sector somehow because I think equipment is changing so rapidly and is so expensive, whether it's tax credits or something else, I believe they are ready, able and willing now more than ever before to get involved and participate in this kind of project.

My only problem, is not with that program, because I think that makes a lot of sense. Everybody who is testifying before us wants a set-aside and we are now beyond 100 percent of the money being set aside. There isn't any discretionary money or anything else left in there, it's all set aside.

But I think what you are saying certainly makes sense and is a wise use of the small amount of money that is available and can be distributed throughout the State.

Mr. WYDEN. Bill, let me, if I might, I agree completely with your comments and I want to see the private sector, prior to anything like this going forward, put its commitment on record. My only comment was that I just see this Tax Code becoming bigger and bigger, and bigger.

Mr. GOODLING. That may not be the way to go

Mr. WYDEN. Yes, we are going to start carrying this thing around in a wheelbarrow and the underground economy is flourishing and I think what we are going to see in this institution in the next few years is some kind of bipartisan arrangement where we go with something like the Bradley-Gephart bill or some tax simplification and I'll——

Mr. GOODLING. The Goodling bill says that the first $10,000 are exempt and from that point on it's 10 percent.

Mr. WYDEN. I am sure we are all headed in the same direction and I just want to see us have the private sector make its contribution and not just go that tax kind of credit or deduction route.

Mr. GOODLING. Congressman Evans, I have one question. We talk a lot about the Job Training Partnership Act. We have had conflicting reports here indicating that in some places it seems to be working very, very well and other places the schools seem to have a problem with becoming involved. Apparently, CETA refuses to die. What has your experience been in your area? I believe you testified that there is a working relationship with your Voc. Ed.——

Mr. EVANS. Right; well, it's one college that is particularly well set up. In some areas it is just getting started—it started October 1—and some of the private industry councils are still formulating the programs and even formulating their membership in some areas and the approval of training programs and things like that. It's going to be a long haul before we get the administrative apparatus going of the private industry councils.

So I see some delays and things of that nature, which I think are inherent in starting up a new program, unfortunately, because in my district so many people need the programs right now.

Mr. GOODLING. Have you heard either the school boards or administrators complaining that they are having trouble participating in the program?

Mr. EVANS. We have heard because of the delays but people are still patient because of the fact that it is just starting up. So we don't really have, outside of Black Hawk College, that much of a record yet and people are a little bit frustrated, but willing to give it some time because it is a new program.

Mr. GOODLING. Thank you.

Chairman PERKINS. Do you want to recess and come back?

Mr. PACKARD. I just have a statement to make in regard to——

Chairman PERKINS. Go ahead. Can you gentleman come back?

Mr. RATCHFORD. I cannot.

Mr. EVANS. No.

Chairman PERKINS. All right. Fine. Go ahead——

Mr. PACKARD. I don't need to have them back.

Chairman PERKINS [continuing]. Mr. Packard, and then we will recess.

Mr. GUNDERSON. I have no questions, Mr. Chairman.

Chairman PERKINS. Go ahead, Mr. Packard, and make your statement.

Mr. PACKARD. I was intrigued by the statement of my colleague, Mr. Ratchford, on the older Americans. I agree. We need to do something in job training for those who are being repotted. Most of us when we came here were repotted and most of us also are reaching that magic age that has been mentioned. I think we ought to amend the bill to provide some job training money for Members of Congress that come and repot as well as all of the rest. I know that President Reagan repotted himself at 55 when he became the Governor of our State. So maybe we need to bring ourselves into a little bit.

I am being facetious now, but I thought it was an intriguing idea.

Mr. RATCHFORD. Thank you.

Chairman PERKINS. The committee will recess for 15 minutes.

[Brief recess.]

Mr. GOODLING. I wonder if the next panel might want to come around. Arlene Penfield, Professor Benson, Dr. Palmer, Ms. Mayor, Ms. Pines, Mr. Affeldt, would you all come around the table, please?

I think there's a lot of politics going on right now because, of course, we still don't have a continuing resolution. Time is running out. The 10th is getting closer. I would imagine everyone is trying to figure out how they can move this thing at the present time. Because people will be coming in and going out regularly, so we will get started.

Ms. Penfield, why don't you begin with your testimony.

STATEMENT OF ARLENE PENFIELD, FORMER PRESIDENT, NEW YORK STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION, ACCOMPANIED BY SAMUEL COHEN, CHAIRMAN, POLICY ASSESSMENT COMMITTEE, NEW YORK STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION AND OWNER OF THE EXCELSIOR TRANSPARENT BAG MANUFACTURING CO., YONKERS, N.Y.

Ms. PENFIELD. Thank you, sir. To my right is Mr. Sam Cohen, a member of the New York State Advisory Council on Vocational Education and owner of the Excelsior Transparent Bag Manufacturing Co., in Yonkers, N.Y., and we are here as a team today, but I will present the statement.

Mr. Chairman and distinguished members of the subcommittee, I thank you on behalf of the State advisory councils on vocational education for this opportunity to present information concerning H.R. 4164, the Vocational Technical Education Act of 1983. We are impressed with the number and wide range of organizations that were involved in the drafting of this bill and congratulate you, Mr. Perkins and other congressional people for supporting this bill.

While H.R. 4164 may not be a bold, new plan, it may just be the logical transition from the 1963 Vocational Act, amended in 1976, to the needs that we perceive in the future. It may well provide the framework for addressing the Federal role in vocational education, as stated in the position paper that I have attached.

The councils have been a mandated part of Federal vocation education legislation since 1968. During those years the councils have witnessed a tremendous growth in the number of schools offering vocational education, students enrolled in physical facilities and equipment available. We have been a part of a gradual, but important process where evaluation and accountability are a fact based on better data collected and analyzed and better planning and plans. We have observed a greater degree of articulation and decline in duplication of programs, facilities and equipment at both the secondary and the postsecondary level. We have been a party to a significant increase in the cooperative, coordinated and collaborative efforts of the vocational education community and the training and employment community.

We still believe that the vocational education community has served and is attempting to serve more of our special population. It is responsible for advances in both men and women entering in and succeeding in nontraditional occupations and has more accomplishments and better plans for truly making equity a reality than any other major sector of education.

We have been blessed most recently with several national studies in education which have concentrated on the segment of the population—the 20 percent that need and receive college degrees in order to perform tasks of that nature and magnitude. We have comments on those studies, only one of which I have attached—the report of the Nevada Council—"A Nation at Risk and the People Forgotten." I would ask that this attachment also be included as part of the record.

The point I wish to make is that if 20 percent need and receive degrees, then surely the role of vocational technical education for the remaining 80 percent is truly significant and worthy of congressional and executive branch attention.

The consistent theme of more requirements of our students and less options has been nearsighted at least and unrealistic at its best. Most of these studies have not stated what we know has been proved over the past 60 years to keep children in school and bring many back to school. This situation is not earth shaking, but very significant as we read and listen to the several reports based on these new national studies of education.

If, in fact, we are to believe that we, particularly school age children, should have more science, more math and more of most everything, then should we not also believe that this children should remain in school to receive the instruction. If so, would it not be logical to have all students have access to vocational-technical education so that holding power can be fully realized?

My second factor is simply the proposition that the best Federal or State laws will not reach their potential of assisting us to be better prepared for the future if we do not have increased parental and local level support. Vocational education, through its councils, vocational student organizations and teacher involvement with their communities are extremely important.

We view H.R. 4164 as a good effort to take advantage of the work done on the Job Training Partnership Act of assisting and fostering the cooperation, coordination and collaboration of education, government, business and labor. It also sets forth coordinating and cooperating activities. But we caution you to modify H.R. 4164 in order that the best efforts of the JTPA, as the broker and vocational education's provider of services, remain intact.

H.R. 4164 has also set forth directions and responsibilities to the vocational community to develop its role in economic development. To that end, I ask you to review and consider a third attachment of this testimony.

The advisory councils have taken our responsibilities seriously since 1968. We have reported to Congress and the executive department in our annual reports and many special reports. These reports have demonstrated the value of lay citizens' involvement in education, specifically in vocational education.

Most of us have come to the advisory council from outside education. We have been asked important questions about significant issues and we have received excellent orientation to vocational education and we hope we have returned in a meaningful way advice that has made a positive difference.

We represent a level of involvement, volunteerism, that has received support from the President and the Congress and we are particularly cognizant of the bipartisan backing we continue to receive from Congress and especially from the Committee on Education and Labor.

We thank you and believe you have made a difference at the State and national level. We claim credit for increasing the rate of positive change. We claim to have opened vocational education to the general public, to have improved the planning and initiated a realistic evaluation process.

Your experiment with opening education to the private sector has worked and is working. You have been fairly realistic in your expectation of the councils and we believe that your faith has been justified, that we stand as an example of what independent, lay advice can do in a positive way to effect education.

We are pleased that H.R. 4164 emphasizes the role of the lay citizen. It describes the access we have to policymaking and evaluation and stresses our importance in advising on vocational education and cooperation with the Job Training Partnership Act. We regard the requirement of a national council, State councils and local councils as evidence that we have fulfilled our legally mandated responsibilities since 1969. The bill clearly and realistically describes the independence that has made these councils truly governed by the lay public. We believe that this independence, combined with national responsibilities and adequate funding, will the vocational education enterprise in continuing to improve.

We caution, however, that independence and the council's ability to govern itself must be clearly spelled out for we see a great danger in types of actions taken. It is my opinion that these councils are the last bastion of free speech and organized commitment for the lay person in a realistic format.

Mr. Chairman, H.R. 4164 does authorize consumer and homemaking education at a $60 million level. I am aware that there have been various opinions expressed concerning this part of the bill. From the perspective of one of the increasingly few women who has had the option of being a full-time homemaker, I know firsthand the important contribution the occupation of homemaker makes to a family and to the Nation.

The time and skill to provide special attention and support to my son who was learning disabled made the difference between having a frustrated student and young man who has been successful in the world of work and is now a taxpaying citizen.

On the other hand, having been involved actively in my community on the local level in boards of education the past years I am truly sensitive to the challenges of those who must work outside the home while still managing the responsibilities of a home and family. Especially for the men and women who have the dual role of homemaker and wage earner, efficient, knowledgeable use of resources is essential. They must often fulfill the same responsibilities of a full-time homemaker, but certainly in less time.

The need to train for the occupation of homemaker still exists, but consumer and homemaking programs need to be progressive and relevant, as any other vocational program. Therefore, the following areas should be emphasized: One, the knowledge and skills necessary for single heads of households and dual role homemakers; two, transferrability of consumer and homemaking skills to the workplace; three, reinforcing mathematic and scientific principles through practical application; four, preventative approaches to societal concerns, which in the long run are cost effective, including child abuse, health promotion through proper nutrition, work attitudes reinforced through a family; five, utilization of current technology and research which will result in more effective management of resources in the home; and six, addressing the needs of special populations, including displaced homemakers, non-English speaking families, disadvantaged and minorities.

The Vocational Education Act must continue to address the need of equity and access in all programs and employment opportunities for both youth and adults. However, special attention and support must be directed to those who have traditionally been underserved, namely women, minorities, disadvantaged, limited English-speaking proficient, displaced older workers and certainly the handicapped.

In addition we suggest the continuation of emphasis on sex equity and the elimination of sex bias discrimination in vocational education programs.

Advisory councils: The requirement. The continued requirement for a national, State level, and local level advisory councils as well as a council for the National Center for Research in Vocational Education is significant. It reinforces the continuing need to keep vocational education responsive to the public.

No. 2, independence. This bill continues an experiment that has probably been the most singularly important characteristic of vocational education, national and State level councils—their independence from outside entities. They have the ability and use that ability to provide their States, Congress, and the President with advice based on their collective experiences, from their own experiences as well as others they choose to select. We would offer this caution, however—retain the role and responsibility of the councils and keep them a partner with the Job Training Partnership Council, not as groups to be combined.

The responsibility. The bill has allowed the councils to retain and improve their responsibilities. We are neither advocates for nor adversaries of State boards, we are partners. In New York State we have an excellent board of regents, commissioner of education and State director. We have a responsibility for providing the public with information, for assisting in the planning of services, for monitoring the evaluations of programs, and for cooperating and coordinating activities with several groups. We view our eligibility under H.R. 4164 to receive grants from the Secretary for program improvement projects as positive.

A key part of formulating a State plan is assessing the current and projected demands for general and specific occupational skills within the State. It is therefore essential that the council, as the State plan advisory body, include a representative of the State agency responsible for the collecting of information on occupational supply and demand.

The council's charge of evaluating "at least once every 2 years the vocational education program delivery system assisted under this act, and under the Job Training Partnership Act in terms of their adequacy and effectiveness in achieving the various purposes of the two acts," quote, unquote, is too broad a statement to be undertaken by the council alone. Either this task should be changed to apply only to the delivery system and goals assisted under H.R. 4164 or the task should be joint, one undertaken by both the State advisory council on vocational-technical education and the State job training coordinating council.

The use of State advisory councils on vocational-technical education as an advisory body to the State board in formulating the State plan is to be highly commended. The language of the act, however, needs to be far more specific in order that the council may appropriately carry out its advisory duties: A, the recommendations of the council and the State board's reactions to such recommendations should be included in the State plan just as the comments gathered in the public hearings are; B, in order for the State plan to be approved, the council should be required to certify that it has actively participated in the planning process and; C, the number of meetings between the council and the State board need not be specified in the act, but would be advisable to set a minimum number of meetings so that the advisory role of the council is not perfunctory.

The act also requires the State board to submit a progress report 3 years following the beginning of the act and every 2 years thereafter. The State, however, is required to arrange a program review each year of at least 20 percent of the eligible recipients within the States receiving funds under the act. Since local evaluation data pursuant to section 422 must be collected yearly, such data should be available to the State advisory council on vocational-technical education annually so that the information may be used in the State planning process.

Membership.—According to the bill, the appropriate appointing authority at the state level is expanded. The merits of this expansion deserve a careful review since their membership selection appears to require, possibly, high level management people from the private sector. We also suggest a limit of 15 to council membership at the national and State levels is unrealistically restrictive and unnecessary. Finally, we believe that a 3-year term of appointment at the national and State level would continue to provide the continuity and control of the council with its members.

Funding.—We deeply appreciate the financial priority that the bill presents. We, however, believe that, (a) the Councils should receive no less than $150,000 and no more than $300,000 per year. These figures would be more realistic to keep the councils independent and capable of meeting their prescribed responsibilities; (b) the councils in the insular areas—Guam, the Trust Territories, Samoa, Puerto Rico and the Virgin Islands—should receive no less than the $150,000 minimum and these funds should be exempted from the Consolidation Act. Our insular areas continue to deserve equal treatment. They have as much need for lay citizen involvement as any State; (c) the allotment formula for State councils should be simplified using two factors—area to be served, and population. We would be most willing to share this formula with you; and (d) the National Advisory Council should have a separate line item. Their effectiveness has been seriously tested over the several years by their inclusion in the general category of funding for all presidential councils on education.

Thank you, sir.

[The prepared statement of Arlene R. Penfield follows:]

PREPARED STATEMENT OF ARLENE R. PENFIELD, FORMER PRESIDENT, NEW YORK STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION

INTRODUCTION

Mr. Chairman and distinquished members of the sub-committee, I thank you on behalf of the State Advisory Councils on Vocational Education for the opportunity to present information concerning H.R. 4164, the Vocational Technical Act of 1983. We are impressed with the number and wide range of organizations that were involved with the drafting of this bill and congratulate you—Mr. Perkins and the other Congressional people, for sponsoring this bill.

H.R 4164 may not be a bold, new plan, but it just may be logical transition from the 1963 Vocational Education Act as amended in 1976 to the needs we perceive of the future. It may well provide the framework for addressing the Federal role in vocational education that we stated in our position paper—Vocational Education Reauthorization—A Time for Redirection, which I have attached for your consideration and for the record.

STATUS

The Councils have been a mandated part of Federal vocational education legislation since 1968. During those years the Councils have witnessed a tremendous growth in the number of schools offering vocational education, students enrolled and physical facilities and equipment available. We have been a part of gradual but important process where evaluation and accountability are a fact based on better data collected and analyzed and better planning and plans. We have observed a greater degree of articulation and decline in duplication of programs, facilities and equipment at both the secondary and postsecondary levels. We have beem a party to a significant increase in the cooperative, coordinated and collaborative efforts of the vocational education community and the training and employment community.

We still believe that the vocational education community has served and is attempting to serve more of our special populations, is responsible for advances in both men and women entering in and succeeding at non-traditional occupations, and has more accomplishments and better plans for truly making equity a reality than any other major sector of education.

THE EIGHTY PERCENT

We have been blessed with several national studies on education recently which have concentrated on that segment of our population—the 20 percent that need and receive college degrees in order to perform tasks of that nature and magnitude. We have comments on those studies only one of which I have attached—the report of the Nevada State Advisory Council entitled—A Nation at Risk and the People Forgotten. I would ask that this attachment also be included as part of the record. The point I wish to make is that if 20 percent need and receive degrees, than surely the role of vocational-technical education for the remaining 80 percent is truly significant and worthy of Congressional and Executive Branch attention.

HOLDING POWER

The consistent theme of more requirements of our students with less options has been nearsighted at least and unrealistic at best. Most of these studies have not stated what we know has been proved over the past sixty years to keep children in school and bring many back to school. This situation is not earth shaking, but very significant as we read and listen to the several reports based on these new national studies of education. If, in fact, we are to believe that we—particularly school age children—should have more science, more math, more of most everything, than should we not also believe that these children should remain in school to receive this instruction. And if so, would it not be logical to have all students have access to vocational-technical education so that its "holding power" can be fully realized?

My second factor is simply the proposition that the best Federal or state laws will not reach their potential of assisting us to be better prepared for the future if we do not have increased parental and local level support. Vocational education, through its councils, vocational students organizations and teacher involvement, with their communities, are tremendously important.

LIAISON

We view H.R. 4164 as a good effort to take advantage of the work done on the Job Training Partnership Act (JTPA) of assisting and fostering the cooperation, coordination and collaboration of education, government, business, and labor. It also sets forth coordinating, cooperating activities. But we caution you to modify H.R. 4164 in order that the best efforts of JTPA as the broker and vocational education, as the provider of services, remain intact.

ECONOMIC DEVELOPMENT

H.R. 4164 has also set forth directions and responsibilities to the vocational education community to develop its role in economic development. To that end, I ask your review and consideration of the third attachment to this testimony, a paper entitled—Vocational Education's Role in Economic Development—A National Perspective. We think we have realistically set forth an agenda that vocational education is, in some cases, and should in all cases, be doing.

ADVISORY COUNCILS

The Advisory Councils have taken our responsibilities seriously since the 1968 amendments. We have reported to Congress and the Executive Department in our annual reports and in many special reports. These reports have demonstrated the value of lay citizen involvement in education—in vocational education. Most of us have come to the advisory council from outside education—we have been asked important questions about significant issues—we have received an excellent orientation to vocational education and we hope we have returned, in a meaningful way, advice that has made a positive difference.

We represent a level of involvement—volunteerism, that has received support from the President and Congress. And we are particularly cognizant of the bipartisan backing/support we continue to receive from Congress and especially the Committee on Education and Labor. We thank you and we believe we have made a difference at the state and National level. We claim credit for increasing the rate of positive change (in the administration and conduct of vocational education). We claim to have opened vocational education to the general public, to have improved the planning and initiated a realistic evaluation process.

Your experiment with opening education to the private sector has worked and is working. You have been fairly realistic in your expectations of councils—and we believe that your faith have been justified and that we stand as an example of what independent, lay advice can do to effect, in positive way—education.

We are pleased that H.R. 4164 emphasizes the role of lay citizens. It describes the access we have to policy making and evaluation. It stresses our importance in advising on vocational education and cooperation with the Job Training Partnership Act. We regard the requirement of a national council, state councils and local councils as evidence that we have fulfilled our legally mandated responsibilities since 1969.

The bill clearly and realistically describes the independence that has made these councils truly governed by the lay public. We believe that this independence combined with national responsibilities and adequate funding will assist the vocational education enterprise in continuing to improve. We caution, however, that independence and the Council's ability to govern itself must be clearly spelled out for we see great danger in the type of actions taken, for instance, in the State of Kansas. It is my opinion that these councils are the last bastion for free speech and organized commitment for the lay person in a realistic format.

Mr. Chairman, I have the following specific remarks about H.R. 4164 for your consideration.

PURPOSE

The stated purpose of the Act is to assist the States to expand, improve and intensify existing vocational education programs; to develop new programs; and to afford access to all. In contrast with the Vocational Education Amendments of 1976, the purpose does not mention the maintenance of existing programs; however, Section 412 goes on to detail three special circumstances under which maintenance of programs would be permitted. The statement of purpose for the Act should be consistent with the detailed provisions. Either the statement should mention that maintenance of existing programs would be permitted under special circumstances, or the provisions for maintenance should be deleted.

ALLOTMENT OF APPROPRIATIONS

In distributing funds to the States, the Act proposes that the per capita income of the State be the principal determinant in calculating the State's allotment ratio. The use of per capita income in distributing funds to the States has two shortcomings:

1. Per capita income does not take into account the fact that the cost of living is much higher in some States than in others. Therefore, per capita income per se is not an adequate index of a State's economic status or ability to pay. If per capita income is to be used as an index of the State's ability to pay or economic need, an adjustment should be applied for the differing costs of living in the various States.
2. In distributing funds to eligible recipients, the States are required to allocate more funds to eligible recipients in units of local government which are economically depressed or which have high unemployment. The Federal formula for distributing money to the States should take into account similar factors. Indices of economic depression or unemployment should be used for determining the allotment ratio for the States.

The philosophy for distributing federal vocational education funds must be consistent on the interstate and intrastate levels. Factors of ability to pay and economic need should be included in both interstate and intrastate distributions, and such factors should be calculated so that they are equitable to all.

Another aspect of the interstate distribution formula concerns the various population groups and the ratio associated with each group. In spite of the fact that our population is rapidly aging, the interstate formula still uses the 1976 ratios, i.e., a 50 percent level for ages 15 to 19; a 20 percent level for ages 20 to 24; and a 15 percent level for ages 25 to 65. These ratios should be changed so that more funds are directed toward persons in the age groups 20 and above in accordance with demographics.

FUNDING LEVEL

We urge, through this bill or others, that we authorize at least the $1.5 billion that H.R. 4164 indicates. This is not a bold, new suggestion—the 1976 amendments had those authorizing levels. For even though the Federal part of the total Federal, state and local funds is only seven percent, the leverage of those funds is enormous and returns many times its investment.

STATE PLAN/PLANNING

The Act describes in some detail the elements to be included in the three-year State plan. Two modifications to the specifications are advisable:

(1) The State is to assess the capability of existing secondary and postsecondary vocational education programs and institutions to meet the occupational skill demands within the state. The State board should also take into account the abilities of other sectors, e.g., proprietary schools, community-based organizations, and job training providers, to meet the general and specific occupational skill demands within the State so that a total picture of demand and the ability to meet that

demand can be formed. The State can then decide which types of needs can best be met through the secondary and postsecondary vocational programs and institutions and which are being met or could be met through other providers.

(2) The Act indicates that goals should be set to ensure that vocational education programs are accessible to and meet the needs of women, the disadvantaged, the handicapped, and individuals of limited English proficiency. Minority groups and individuals seeking training in non-traditional occupations should be added to the list of persons for whom accessibility is of great importance.

STATE APPLICATIONS

Section 412 specifies that for each fiscal year at least 30 percent of the State's allotment shall be used to pay for vocational education programs, services, and activities for individuals enrolled in non-baccalaureate postsecondary programs and for those who have left high school, but are not enrolled in such programs. Rather than specifying a 30 percent set-aside for postsecondary and adult students, the Act should require each State to set aside a specific portion of its funds under the Act, depending upon the percentage of individuals served by vocational education who are enrolled in postsecondary and adult programs in the State. This will ensure that each State meets its obligations to postsecondary and adult students without forcing the State to meet the arbitrary 30 percent set-aside which may not be realistic for its particular circumstances.

EVALUATION

The Vocational Education Amendments (VEA) of 1976 required that all local vocational education programs be evaluated, regardless of the funding source. HR 4164 requires such reviews only for agencies receiving funds under the Act. We are aware that many States believed the 1976 requirements exceeded the bounds of Federal authority by mandating evaluations for State and locally-funded vocational education programs.

We must realize, however, that comprehensive vocational evaluation systems are not in place in every State. Analysis of the impact of the VEA show the institution of such to be one of the VEA's major accomplishments. H.R. 4164 should not contribute to the dismantling of effective evaluation systems. Comprehensive planning requires broad-based information on the entire vocational education system within the State. Information on Federally-funded programs alone is not sufficient for viable State planning.

CONSUMER AND HOMEMAKING EDUCATION

Mr. Chairman, H.R. 4164 does authorize Consumer and Homemaking Education at a sixty million dollar level. I am aware there have been various opinions expressed concerning this part of the bill. From the perspective of one of the increasingly few women who had the option of being a full-time homemaker, I know the important contribution the occupation of homemaker makes to a family. The time and skill to provide special to my son who has a learning disability made the difference between being a frustrated student and a young man who is able to succeed and is a tax paying citize. On the other hand, having been involved actively in my community the past years I am sensitive to the challenges of those who must work outside the home while still managing the responsibilities of a home and family. Especially the men and women who have the dual role of homemaker and wage earner, efficient, knowledgeable use of resources is essential. They must often fulfill the same responsibilities of a full-time homemaker but in less time.

The need to train for the occupation of homemaker still exists, but consumer and homemaking programs need to be as progressive and relevant as any other Vocational Program. Therefore, the following areas should be emphasized:

1. The knowledge and skills necessary for single heads of households and dual-role homemakers.
2. Transferability of consumer and homemaking skills to the workplace.
3. Reinforcing mathematics and scientific principles through practical applications.
4. Preventative approaches to societal concerns which in the long run are cost-effective including child abuse, health promotion through proper nutrition, work attitudes reinforced through the family.
5. Utilization of current technology and research which will result in more effective management of resources in the home.

6. Addressing the needs of special populations including displaced homemakers, non-English speaking families, disadvantaged, and minorities.

EQUAL ACCESS

The Vocational Education Act must continue to address the need for equity and access in all programs and employment opportunities for both youth and adults. However, special attention and support must be directed to those who have been traditionally underserved: women, minorities, disadvantaged, limited English proficient, and the handicapped. In addition we suggest the continuation of emphasis on sex equity and the elimination of sex bias and discrimination in vocational education programs.

ADVISORY COUNCILS

1. Requirement

The continued requirement for a national, state level and local level advisory councils, as well as a council for the National Center for Research in Vocational Education is significant. It reinforces the continuing need to keep vocational education responsive to the public.

2. Independence

This bill continues an experiment that has probably been the most singularly important characteristic of vocational education national and state level councils—their independance from outside entities. They have the ability and use that ability to provide their States, Congress and the President, with advice based on their States, Congress and the President, with advice based on their collective experiences—from their own experiences, as well as, others they choose to select. We would offer this caution, however, retain the role and responsibilities of the Councils and keep them a partner with the Job Training Partnership Councils, not as groups to be combined.

3. Responsibility

The bill has allowed the Councils to retain and improve on their responsibilities. We are neither advocates for nor adversaries of the State Board, but we are partners. In New York State we have an execllent Board of Regents, Commissioner of Education and State Director. We have a responsibility for providing the public with information, for assisting in the planning of services, for monitoring the evaluations of programs and for cooperating and coordinating activities with several groups. We view our eligibility under H.R. 4164 to receive grants from the Secretary for program improvement projects as positive.

A key part of formulating a State plan is assessing the current and projected demands for general and specific occupational skills within the State. It is, therefore, essential that the Council, as a State plan advisory body, include a representative of the State agency responsible for collecting information on occupational supply and demand.

The Councils charge of evaluating "at least once every two years the vocational education program delivery system assisted under this Act, and under the Job Training Partnership Act, in terms of their adequacy and effectiveness in achieving the various purposes of the two Acts." is too broad a task to be undertaken by the Council alone. Either this task should be changed to apply only to the delivery systems and goals assisted under H.R. 4164 or the task should be a joint one undertaken by both the State Advisory Council on Vocational-Technical Education and the State Job Training Coordinating Council.

The use of the State Advisory Council on Vocational-Technical Education as an advisory body to the State board in formulating the State plan is to be highly commended. The language of the act, however, needs to be far more specific in order that the Council may appropriately carry out its advisory duties:

(a) The recommendations of the Council and the State board's reaction to such recommendations should be included in the State plan just as the comments gathered in the public hearing are.

(b) In order for the State plan to be approved, the Council should be required to certify that it has actively participated in the planning process.

(c) The number of meetings between the Council and the State board need not be specified in the Act, but it would be advisable to set a minimum number of meetings so that the advisory role of the Council is not perfunctory.

The Act also requires the State board to submit a progress report three years following the beginning of the Act and every two years thereafter. The State, however, is required to arrange a program review each year of at least 20 percent of the eligible recipients within the states receiving funds under the Act. Since local evaluation data should be available to the State Advisory Counicl on Vocational-Technical Education annually so that the information may be used in the State planning process.

4. *Membership*

According to the bill, the appointing authority at the state level is expanded. The merits of this expansion deserve a careful review since the membership selection appears to require, possibly, high level management people from the private sector. We also suggest that a limit of 15 to Council membership at the national and state levels is unrealistically restrictive and unnecessary. Finally, we believe that a three-year term of appointment at the national and state level would continue to provide the continuity and control of the Council with its members.

5. *Funding*

We deeply appreciate the financial priority that the bill presents. We, however, believe that—

(a) The Councils should receive no less than $150,000 and no more than $300,000 per year. These figures would be more realistic to keep the Councils independent and capable of meeting their prescribed responsibilities.

(b) The Councils in the insular areas—Guam, Trust Territories, Samoa, Puerto Rico and Virgin Island, should receive no less than the $150,000 minimum and these funds should bre exempted for the Consolidation Act. Our insular areas continue to deserve equal treatment. They have as much need for lay citizen involvement as any State.

(c) The allotment formula for State councils should be simplified using two factors—area to be served, and population. We would be most willing to share this formula with you.

(d) The National Advisory Council should have a separate line item. Their effectiveness has been seriously tested over the several years by their inclusion in the general category of funding for all Presidential councils on education.

Thank you.

ATTACHMENTS

to

TESTIMONY

by

ARLENE R. PENFIELD

for

H.R. 4164

NOVEMBER 8, 1983

Washington, D.C.

Attachments

1. A Nation at Risk - People Forgotten
2. Vocational Education Reauthorization - A Time for Redirection
3. Vocational Education's Role in Economic Development - A National Perspective

NATIONAL ASSOCIATION OF EXECUTIVE DIRECTORS
OF
STATE ADVISORY COUNCILS ON VOCATIONAL EDUCATION

VOCATIONAL EDUCATION REAUTHORIZATION
A TIME FOR REDIRECTION

A POSITION OF THE
STATE ADVISORY COUNCILS
ON and FOR
VOCATIONAL EDUCATION

December 5, 1981

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VOCATIONAL EDUCATION REAUTHORIZATION
A TIME FOR REDIRECTION

A POSITION OF THE
STATE ADVISORY COUNCILS
ON and FOR
VOCATIONAL EDUCATION
(December 5, 1981)

I. Introduction

The need to redirect Federal support for vocational education in the 1980's has been voiced by involved individuals across America. Redirecting vocational education will require the best and most intense efforts of the educational community and the full involvement of representatives of business, industry, labor, agriculture, and the general public.

Congress, in 1968, created the National and State Advisory Councils for Vocational Education (SACVE) as autonomous bodies representing all parties who have an interest in employment related education and training. Charged to advise, evaluate and report, Councils have an implied responsibility to communicate to Congress both effective and ineffective parts of current Federal law for vocational education. Although SACVEs will differ in their opinions as to specific changes needed in the Vocational Education Act, they share a core of basic concepts about the needs of vocational education as they relate to reauthorization. These concepts are presented in this position paper.

The Federal government has never accepted the concept that it has a place in general education funding. The U.S. Constitution is silent on the topic of education, and enactments on education at the Federal level have been in response to national emergencies. In 1917 the Smith-Hughes Act was passed as an emergency action to cope with the inordinate demands of World War I. This first Congressional support for education was intended to foster a strong defense, a competent work force and a healthy economy.

Over the years several major changes were made in Federal policy to address social and economic conditions confronting the nation. The 1963 Act was aimed at bridging the gap between education and the world of work for an increasing number of educated idle youth of America who faced severe unemployment as well as bolstering a badly sagging economy. The vocational education amendments of 1968 addressed both economic and social needs, including serving special populations by providing support services and financial aid to insure their success in vocational education programs. In 1976, Congress passed the most recent vocational legislation. In retrospect, it can be recognized that this legislation took the social issues initiated in the enactment of 1968 and made them the primary focus, leaving the human resources development and concerns of economics as secondary concerns.

The 1960's and 70's have brought growing frustration over ever increasing unemployment, unrest in the cities, swelling welfare roles, increased crime, soaring inflation, and dependency on big government. The issues of reindustrialization, economic revitalization and the reestablishment of America in the world markets, constitute a crisis. Vocational education and training can and must be a full partner in addressing these issues. A big hurdle for the citizenry is to recognize the economic value to vocational education and training as an integral part of the solution to America's problems. Myths such as "vocational education is for someone else's child" and "vocational education leads to dead end jobs" must be exposed as fallacies before this hurdle can be surmounted. Another hurdle to revitalization is to acknowledge that our nonrenewable natural resources are dwindling and that our greatest resource and capital asset is the human potential of our populace.

The task of vocational education assisting in the revitalization of America is complicated by a variety of factors including: (1) urbanization of the population, along with employment laws impacting youth and other factors that have deprived many youth of work experience; (2) polarization and isolation of rural communities from economic and human resource development, which forces migration to urban areas; (3) a multitude of factors that have brought many students to vocational and training programs without basic education skills needed to succeed in these programs; (4) broadening programs to serve special needs groups, which requires many special and supplementary services; (5) ever increasing levels of technology in the work place that requires more sophisticated skills in many areas of work; and, (6) ever dwindling financial resources to support vocational education and training. Unless Federal legislation allows vocational education to address these factors, its success level will be diminished.

The nation is experiencing a greater paradox today than at any time in our recent history. There are many unfilled jobs requiring specific skills, while high levels of unemployment exist in many areas of the nation, particularly among youth ages 16-24 and minorities. Current national priorities call for the reindustrialization of America and strengthening our national defense posture through better trained and equipped personnel. These priorities call for a dramatically increased employment and training capacity in the states at a time when the national funding level is being reduced. Such reductions, coupled with inflation and inability of state and local entities to take up the slack, will result in less training, not more.

Solutions to this paradox are not easy. Some propose that employers train workers. Many employers already do a great deal of training. However, when we consider that 80% of the new jobs are with employers who have less than 20 employees, it becomes obvious that such an arrangement is not a solution to providing the training needed in this nation during the 1980's and beyond.

In view of the foregoing discussion, the purpose of secondary, postsecondary and adult vocational programs has not changed, it continues to be the preparation of people for work. It is true that the needs of individuals and the employer change, and different strategies must be employed; but the basic purpose remains unchanged from 1917 to the present.

If vocational education is to effectively serve in the resolution of national crises and address continuing and emerging national priorities, vocational reauthorization must be once again based upon the development of the national human resource as a capital asset to America. The long-term financing of vocational education must be recognized as in investment for the full use of human resources and the maintenance of a healthy national economy. It is time now to fashion vocational education legislation which is forward looking and is an integral part of our nation's overall economic thrust.

II. Planning for Federal Legislation

The revitalization of our nation's economy and the continuous priority to provide a stable and competent work force should be the primary focus of vocational education reauthorization. Quality vocational education has demonstrated its ability to prepare people for work and is a direct cost benefit to continued economic growth. Vocational education is an investment in the future of America. Vocational education's role in revitalization must be state-coordinated and based upon local level human capital and economic development needs.

The State Advisory Councils recommend that -

> *The basis of Federal involvement in vocational education and training should be developing human resources as a capital asset to the nation and addressing national priorities. As the legislation is written, the legislative process must guarantee input by all populations concerned with vocational education. Furthermore, access to vocational education by all populations must also be guaranteed.*
>
> *The focus of legislation should be to provide education and training for the development of a skilled work force. If the skilled work force is achieved through vocational education, the probability of the accomplishment of the goals of other social programs will be enhanced and the solution of existing social problems will logically follow.*

III. Federal Role in Vocational Education

The Federal role in vocational education and training is two-fold: First, Federal support is needed to maintain the states' capacity to address changing economic and employment needs through quality vocational education programs and services. Second, Federal support should provide leadership and coordination to the state and local education systems so those systems can be responsive to national priorities and emergencies.

The State Advisory Councils recommend that -

> *The Federal role of vocational education and training should be one of providing resources to the states towards resolution of national priorities through a coordinated state vocational education system.*

IV. Governance of Vocational Education and Training

In our country, there are issues of a priority and crisis nature, essential to the revitalization of the national economy, these are the responsibility of the Federal government. Vocational education and training can help address these priorities and emergencies for the good of all. Since vocational education and training occurs at varying educational levels and among various agencies, it is critical that a single education agency be designated as the administrative authority. Only through a single agency can articulation and coordination be achieved, which will ensure the most productive and economical use of available funds.[1]

The State Advisory Councils recommend that -

> *Because vocational education and training can address national concerns and contribute to their solutions, there should exist at the Federal level, an education entity to provide national leadership for vocational education. The Federal entity should assist states through a sole state education agency in addressing national concerns and priorities which are affected by vocational education and training. The local educational delivery system should be assisted with Federal funds, which flow through that sole state's education agency.*[2]

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1. Vocational education is organized educational programs which are directly related to the occupational preparation of individuals for paid and unpaid employment. Training is the acquisition of skills for a specific job requiring varied, but usually short-term, training periods.

2. A "Sole State Education Agency" is a board or agency whose primary responsibility is education, who under reauthorization would be identified as the sole state agency responsible for the administration, or for the supervision of administration, of programs under the act.

V. Funding of Vocational Education

In reviewing the total expenditures at all levels for vocational education, advisory councils have determined that the Federal contribution is important though limited. Current state and local funding of vocational education far exceeds Federal funding; yet the Federal government exerts the greatest control over vocational education.

Among advisory councils, it is commonly accepted that the financial responsibility for vocational education is a shared responsibility among Federal, state, and local governments. It must be recognized, however, that the primary responsibility for funding of vocational education lies within the domain of state and local governments. Federal funding for vocational education should be maintained for the education and training of skilled workers to ensure continued economic development. Through a specified educational entity, the Federal Government must determine the national priorities for vocational education and training and flow funds to the states based on these priorities. It is the states' right and their responsibility to determine how these Federal funds will be used for vocational education and training within the state to address the national priorities (e.g. economic revitalization). Planning for expenditure of Federal funds and development of programs at the state level must include local data and address local problems in keeping with national and state priorities.

Providing for close and direct communication with the local communities, citizen input to assure realistic planning and responsible program administration requires special categorical funds for national and state Advisory Councils for Vocational Education. These funds should flow through the Federal education entity to the councils.

To maintain viable vocational education and training programs with the capacity to meet future economic needs and increase the productive capacity of the work force, requires program improvements. These improvements may include, but are not limited to: research and development, preservice and inservice education for vocational education personnel, economic efficiency of the family, curriculum, innovation, exemplary and research coordination. Federal funding for program improvement efforts must address present and future goals of America in terms of economic and human resource development.

Federal dollars should be used as incentives to state and local agencies for expansion and improvement of vocational education programs and services. Services to student organizations, which are an integral part of vocational education, should be included since they contribute directly and positively to human resource development.

The State Advisory Councils recommend that -

> *In accordance with required state planning mechanisms, Federal funding for vocational education should flow through the state's sole education agency to the local levels. These Federal dollars should be provided to fund those activities which are universally beneficial and/or directly related to national priorities.*
>
> *Federal funding should be provided in support of the involvement and participation of business, industry, labor, agriculture, and general public on Advisory Councils at the Federal and state levels, assuring their continued operation and fiscal autonomy. These special categorical funds should be distributed by the Federal education entity to those councils on the basis of a grant application to fulfill their responsibilities for citizen oversight of and input into vocational education and training programs.*
>
> *Federal legislation should provide for the continuation of program improvement. Program improvement funds should flow to the state sole education agency for the purpose of determining priorities for efforts to improve programs. This determination to be a part of a state planning mechanism.*
>
> *Separate Federal funds should be provided to expand the capacity of the population's work force by improving and increasing the development of the collective states' vocational education and training programs. These Federal dollars should also be used as incentives to ensure access for all populations to vocational education and training programs.*

IV. Citizen Oversight and Participation in Vocational Education

The success of American education has rested primarily on a close association and communication with its citizenry. However, the effectiveness of this relationship has been compromised through fragmentation and Federal over-regulation. It is imperative that citizen involvement and communication be restored.

Evaluating the results of vocational programs is just as important as the initial planning of sound programs. Here, too, the involvement of representatives from business, industry, labor, agriculture and the public is essential. Citizen participation in evaluation ensures that the "users'" view of the product will be obtained. The views of citizen advisors provide a valuable third dimension, which the educational community needs for an objective assessment of vocational programs. This "oversight" role must be included in the Federal law.

Of course, advisory councils must function autonomously in order to carry out their advisory and oversight roles objectively. Their independence is vital to their survival.

In summary, citizen input is sine qua non to their effective planning and objective evaluation of vocational programs. Such input can not be left to chance; it must be ensured by mandating the use of state and Federal advisory councils and providing them with the independence and funding needed to operate well.

The planning of quality vocational education requires effective involvement of leaders from business, industry, labor, agriculture, and the public. These groups should constitute the majority of members on advisory councils for vocational education. Since advisory councils will be primarily representative of the noneducational community, councils must have the authority for obtaining pertinent information from the educational community and the channels to formally submit advice on vocational planning and policy formation.

The State Advisory Councils recommend that -

> *The citizens' right to advise on and oversee the delivery of vocational education and training services should be continued in Federal legislation. At the state and Federal levels, this legislation*

> *should provide for an Advisory Council system which is operationally and fiscally autonomous.*
>
> *Legislation should guarantee to each council the right to advise and participate in planning at its level, to review evaluations and accountability data and to make recommendations to improve the delivery of vocational education and training. Such recommendations must be reviewed and responded to in a timely and responsible manner by the State Board of Vocational Education.*
>
> *In order that Advisory Councils may maximize their contribution to vocational education and training, vocational legislation should guarantee that the operational process of councils will be left to each respective council.*
>
> *The membership of Advisory Councils for Vocational Education should be at least seventy-five percent representatives of business, industry, labor, agriculture, and the citizenry. The current appointment authority for members should be continued. Appointments should be to staggered three year terms with a consistent appointment date for all Councils.*

VII. Vocational Student Organizations

Vocational student organizations are an integral part of vocational education. Leadership development within vocational education instruction is accomplished in a laboratory setting through organized activities. Leadership development is vital to the optimum development of our human resources; further, it contributes to overall productivity on the work site. Leadership development is critical to a sound economic future for America.

The State Advisory Councils recommend that -

> *Vocational student organizations should be provided for in reauthorization of vocational education.*

NEW YORK STATE ADVISORY COUNCIL
ON VOCATIONAL EDUCATION

Room 1104, 99 Washington Avenue • Albany, New York 12230

VOCATIONAL EDUCATION's
ROLE
in
ECONOMIC DEVELOPMENT
A
NATIONAL PERSPECTIVE

April 28, 1983

Introduction

No topic is of greater currency or importance in New York State, and in the nation as a whole, than economic development. With this in mind, the New York State Advisory Council on Vocational Education hosted a series of panel discussions on economic development in January, April and June of 1982. We invited representatives of key State agencies, the State legislature, the Governor's Office, business, industry, labor, and Private Industry Councils to tell us how they perceived their roles in economic development and what they felt vocational education and advisory councils could contribute to the economic development process. This paper is one outgrowth of these discussions and sets forth the position of our organization on the direction which national economic development must take in the next several years if our country is to grow and prosper. The document sets forth the basic elements of a national policy on economic development and describes the key roles which vocational education and state advisory councils must play in carrying out such a policy.

Federal Policy

"Economic development" is a term which is used in many different ways. For the purposes of this paper, we are considering economic development in a national context. The policies which we propose are those which we believe will be best for the growth of the country as a whole. They include encouraging the birth of new business, including high technology firms; increasing the productivity growth rate of industry in our country; attracting foreign investment; bringing about the repatriation of American industry; and ensuring the supply of trained workers needed to operate businesses in an ever-changing economy.

In emphasizing economic development on a national scale, we are not implying that state and local development are unimportant. Rather, we are saying that economic development on a national scale must be differentiated from state and local development in formulating Federal policy. For example, while domestic economic relocation, or the movement of industry from one region to another within the country, may serve the interests of some areas, it does not promote long-term expansion of the national economy. With each movement of industry from one location to another comes a boom and bust situation, where the economic environment of the area receiving the industry booms and the economic environment of the area losing the industry busts. Thus, our association believes that economic relocation within the United States should be under the purview and fiscal responsibility of state and local authorities; it should not be a major objective of Federal policy. Naturally, Federal policy must address the needs of workers displaced as a result of economic relocation; but Federal policy should provide incentives only for those aspects of economic development which result in the economic growth of the nation as a whole.

Above all, our Federal policy must reorganize human resources as a great asset. Other industrialized nations such as Japan and Germany, which have experienced higher productivity gains than the United States in recent years, see human resources on a par with capital investment, research, tax incentives, trade policy and the other elements vital to economic development. Until the United States does likewise, other efforts we make toward increasing economic growth will not be successful.

Vocational Education's Role

Vocational education has an important role to play in revitalizing our nation's economy. Some of vocational education's contributions to the key issues facing us are described below.

Encouraging the Birth of New Business

Recent research has shown that job losses are nearly the same in all areas of our country, averaging about 8% annually. Differences in employment growth are largely due to the rates at which new jobs are created. One study shows that about 80% of all jobs generated between 1969 and 1976 were created by companies four years old or younger. Clearly, the establishment of new business must be a national priority.

One must also note, however, that new businesses have been failing at catastropic rates, faster than at anytime since the great depression of the 1930's. What can vocational education do to foster the birth of businesses and ensure them greater longevity? Vocational education can:

1) Provide short-term training programs which respond quickly to the needs of new businesses for employees with specific skills. Educators can work with employers to tailor programs which meet their requirements.

2) Cooperate with business, labor manpower planners and others to do the kind of thorough planning which is essential to identifying the manpower needs of an area. Accurate information on the supply of and demand for trained persons is essential to anyone contemplating starting a business.

3) Teach entrepeneurial skills to all students enrolled in its programs, thus stimulating them to consider operating their own business and giving them the skills to do so. Vocational educators can and do operate courses in small business management to update the skills of those already running their own businesses.

These activities, if given greater funding, could encourage the birth of businesses and reduce the incidence of business failures. One must remember that the vast majority of new businesses are small, employing 100 people or less. Such companies do not have the resources to conduct their own training; they must rely on existing systems to meet their educational needs.

High Technology

Recently, much of the concern about fostering the growth of new business has centered on "high technology" ("hi-tech") firms. Many feel that the country's economic future depends on our ability to take the lead in the competition to develop and produce "hi-tech" goods which will make up a larger share of the world market as they become more available and affordable.

Since "high technology" firms characteristically have a large proportion of scientists and technicians and require major up-front investments in research and development, they have special needs which require a national effort to meet. There has been much discussion about the needs to produce more engineers and fund large-scale scientific research in such institutions as M.I.T, Cal-Tech, R.P.I and Standord.

These needs are very real and pressing, but we must remember that vocational education is an essential part of the "hi-tech" picture, one which is too often ignored. Recently, an executive of Texas Instruments (T.I.), estimated that T.I. needs 5 skilled technicians for every engineer employed; estimates for other "hi-tech" industries range up to 20 technicians per engineer. Without skilled technicians, the plans of engineers remain just plans, not products. Furthermore, skilled service people are required to maintain the products of "high-technology". Vocational educators can train these technicians and service people; but they must be included in "hi-tech" planning and receive adequate funding to do the job.

Lastly, we must remember that because "high technology" moves so fast, the skills of workers rapidly become outdated. Vocational education is essential again because it can provide retraining when needed. Also, by educating their students in a broad base of core competencies rather than narrow skills, vocational educators can produce flexible workers who can adapt more readily to changing job requirements.

The number one factor that attracts "high technology" according to a report of Congress' joint economic committee, is a skilled labor force. "Hi-tech" cannot succeed without "vo-tech".

Increasing Productivity

The United States still has the highest productivity level of any industrial nation, but our gain in productivity has been decreasing for the last decade.

What contributions can vocational education make to ensure that productivity increases once again in our national economy?

1) Vocational education can assist the preparation of qualified workers by integrating the concepts of participatory management, including "quality control circles" into the vocational education program. Rather than working solely as individuals, students work in the classroom as a group. Under the supervision of the instructor, they identify, analyze and solve quality and other problems in their work areas.

   Vocational education can also assist businesses in implementing other types of participatory management, such as "job redesign", by working with business to provide the training workers need in technical skills and decision-making.

2) In order to keep improving individual worker productivity, vocational education must and can produce graduates who possess a broad base of transferrable skills or "core competencies", rather than a narrow technical training. Such competencies as the ability to read and compute well; understanding of computers; and employability skills, including promptness and concern for the quality of the product produced, comprise the "core competencies".

3) Vocational educators will continue to use vocational student organizations to develop the proper attitudinal skills necessary for success in the work place. Traditionally, these organizations have been highly successful in improving the students' self-image and making them aware of the need for punctuality, cooperation, and pride in their work. Contests which vocational student organizations traditionally hold could include group contests as well as demonstrations of individual skill. This would tie in with the concept of including "quality control circles" in their classroom work.

4) Vocational education can assist in providing a more realistic transition from education to work through such established practices as cooperative education and work study. The job of vocational educators in facilitating the school-work transition would be much easier if career education were implemented on a K-12 basis. All students need timely and realistic information about careers in order to be productive workers.

5) 45% of all the economic growth in the United States between the years 1929 and 1969 was due to technological innovation. Therefore, all vocational education's contributions outlined in the previous section on "high technology" also serve to increase productivity.

While we have discussed steps which vocational educators can take immediately to help increase productivity, we must concede that we do not know as much as we should about the ways in which workers can be made more productive. Therefore, vocational education research should receive more support in the area of worker productivity.

Attracting Foreign Investment and Repatriating American Industry

If the number one factor that attracts domestic "high technology" is a skilled labor force, it is reasonable to assume that skilled workers must be a major drawing force for bringing foreign business to American soil. The repatriation of American industry and the relocation of foreign industry as a national economic development effort must provide for a continuing vocational education operation in support of international industrial relocation. In order to facilitate relocation, state vocational education systems must be provided with funds which can be utilized in a quick start-up manner to provide training and retraining in areas critical to the national effort.

Ensuring a Supply of Trained Workers

The previous discussion shows how vocational education can and must play a key part in ensuring the supply of trained workers needed to operate businesses in an every-changing economy. In cooperation with other human resources providers, vocational educators can solve the all-important human part of the economic equation. We can best do so if Federal policy and funding are directed toward developing human resources as the driving force in improving our nation's economy.

The Need for State Advisory Councils

Economic development requires as never before close cooperation among business, education and labor. Such efforts as collecting needed data, planning and evaluating specialized training programs, providing education to prospective and current entrepeneurs, and setting up cooperative education situations call for a continuing collaboration among educators, business people, and labor representatives. This collaboration is necessary on the Federal, state and local levels.

State Advisory Councils on Vocational Education (SACVE's) contain the variety of membership which is necessary for state-level planning and evaluation. For over ten years, educators -- secondary and postsecondary, public and private-and business-people, labor representatives and citizens have met on SACVE's to advise State boards of education on planning and to evaluate their efforts. This is the time to use and expand upon the expertise of SACVE's, rather than to start new attempts at dialogue. If we go back to the days before SACVE's, we'll have educators talking among themselves and businessmen congregating to discuss their own concerns. Such isolation, however comfortable, is no longer tolerable. Either we work together, or economic development won't work.

SACVE's have already done much to foster economic development, including:

- The Idaho SACVE conducted a first-time study of new and expanding energy development and conservation within the state which indicates "at least 2,500 vocationally-trained people will be needed in these fields in the next five years."
- The Massachusetts Advisory Council's recommendation that the state develop an evaluation model for Federally funded programs, for use by local education agencies. The state is currently developing a process for the comprehensive and uniform evaluation of vocational programs supported by state, Federal and local funds. The evaluation process will compare the relevant range of offerings to labor markets and student needs; results will be used to assist schools in planning for program improvement.
- The Pennsylvania's Advisory Council's promotion, through workshops and conferences, of improved working relationships among vocational education employers, manpower training, special education, and correctional institutions.

To respond to the challenges of economic development there must be meaningful dialogue and concerted action among business, industry, labor, government and education. SACVE's can serve admirably as the vehicle for increased cooperation. The broad expertise and substantial efforts by SACVE members associated with carrying out the Federal mandates and other significant activities is volunteerism at the highest level and is a model for successful collaboration.

A Nation At Risk and People Forgotten

A discussion paper
prepared for the

NEVADA ADVISORY COUNCIL
FOR VOCATIONAL-TECHNICAL EDUCATION

Written by
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INTRODUCTION

A NATION AT RISK AND PEOPLE FORGOTTEN is an inevitable extension of The National Commission on Excellence in Education report, A Nation At Risk: The Imperative For Educational Reform. The members of the National Commission on Excellence in Education and the report author purportedly laid the groundwork for a full scale commentary on education in America. As you review the Commission membership and credentials, it is clear that the report sincerely reflects their concerns. The Commission then isolated their discussion to those services being provided to the twenty percent of youth who will successfully pursue college and university degrees instead of considering the needs of all of our youth and adults.

This discussion of A Nation At Risk: The Imperative For Educational Reform is dedicated to the eighty percent of the people in this nation whose needs and interests may have gone unnoticed.

Commission on Excellence charges:

- assessing the quality of teaching and learning in our nation's public and private schools, colleges, and universities;
- comparing American schools and colleges with those of other advanced nations;
- studying the relationship between college admissions requirements and student achievement in high school;
- identifying educational programs which result in notable student success in college;
- assessing the degree to which major social and educational changes in the last quarter century have affected student achievement; and,
- defining problems which must be faced and overcome if we are successfully to pursue the course of excellence in education.

A NATION AT RISK
AND
PEOPLE FORGOTTEN

Former Secretary of Health Education and Welfare, John Gardner, stated, "We live in a society which honors poor philosophy, because philosophy is an honorable calling and ignores good plumbing because plumbing is a humble occupation. Under such practices, we will have neither good philosophy nor good plumbing. Neither our pipes nor our theories will hold water".

In 1967, referring to the need for career and vocational education, Sidney P. Marland, Jr., U.S. Commissioner of Education, stated, "Shall we persevere in the traditional practices that are obviously not properly equipping fully half or more of our young people or shall we immediately undertake the reformation of our entire secondary education in order to position it properly for maximum contribution to our individual and national life?"

In bold outprint, the authors of A Nation At Risk have cited the very issues which must be addressed through vocational education.

> *America's position in the world may once have been reasonably secure with only a few exceptionally well-trained men and women. It is no longer.*[1]
>
> *The people of the United States need to know that individuals in our society who do not possess the levels of skill, literacy and training essential to this new era will be effectively disenfranchised, not simply from the material rewards that accompany competent performance but also from the chance to participate fully in our national life.*[2]
>
> *In a world of ever accelerating competition and change in the conditions of the work-place, of ever-greater danger, and of ever-larger opportunities for those prepared to meet them, educational reform should focus on the goal of creating a learning society.*[3]

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[1] The National Commission on Excellence in Education, A Nation At Risk, April, 1983, page 6.

[2] Ibid., page 7

[3] Ibid., page 14

> *Our findings and testimony confirm the vitality of a number of notable schools and programs, but their very distinction stands out against a vast mass shaped by tensions and pressures that inhibit systematic academic and vocational achievement for the majority of students.*[4]

Throughout the introduction, the authors have built a strong case for reform in education which should entail both academic and vocational. The authors recognize the importance of the nation's declining share of world markets, perceive a decline in productivity, and the inability of a large percentage of the students in America to compete for jobs in the "age of technology". The solutions proposed by the report hinge totally on expansion and improvement of "academic" and "humanities" education, disregarding the need to provide meaningful education to all young people.

The premises of A Nation At Risk are highly palatable to a society seeking to improve the educational system; however, conclusions and recommendations need to reflect the needs of society as a whole. Both John Gardner and Sidney Marland recognized the need for excellence in education. Excellence goes far beyond simply building a rigorous academic course. It needs to build a meaningful education base for all who must depend upon public education including vocational and technical education in order that people may make a real contribution in American society.

PEOPLE FORGOTTEN IN THE PROCESS

In citation after citation, A Nation At Risk recognizes the importance of training the current workplace skills; unfortunately, the recommendations ignore the importance of the PEOPLE FORGOTTEN in the process. Eighty percent of all youth enrolled in the public schools will never complete a course at a college or university.

What of the over fifty percent of all secondary students who will never pursue formal education after departing high school? The only discussion of students (in bold print) in A Nation At Risk sets the tone for the report recommendations and a complete redirecting of public and private education in America.

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[4] Ibid., page 15

> *Over half the population of gifted students do not match their tested ability with comparable achievement in school.* [5]
>
> *Many 17 year-olds do not possess the "higher order" intellectual sckills we should expect of them. Nearly forty percent cannot draw inference from written material; only one-fifth can write a persuasive essay; only one-third can solve a mathematics problem requiring several steps.* [6]

In such statements there is little room for consideration of student abilities, aptitudes and wants. Is there something wrong with a bright student wanting to be the best woodcraftsman in America? Has A Nation At Risk missed the mark for the majority of America's youth? Do the students of America need more or better secondary academic instruction? Is there within the American education system, a call for major reform and commitment to vocational education?

AGENDA FOR EDUCATIONAL REFORM LEADING TO AN ACADEMIC ELITE

To assume what's good for the academic "best" is good for all the "rest" is simply unacceptable. Reality is that not all youth will find success in a college or university and we must deal realistically with this forgotten population. The very proposal (recommendation) that college and university entrance requirements be raised significantly will work contrary to the goals espoused by A Nation At risk, that being that there will be more and better college graduates. A far greater risk to America than declining achievement scores is the silent risk of the eighty percent of the people forgotten in studies of solely "academic" excellence. A Nation At Risk is an excellent agenda for educational reform leading to an academic elite, but will do little for those individuals (80%) who will not succeed in an academic postsecondary institution.

The Harvard professor, the state superintendent of schools, local board members, principals of high schools and teachers, need desperately to move into the streets and businesses to gain an appreciation for the needs of American youth and thereto relate the need for educational reform. A Nation At Risk cites the movement from vocational education and college preparatory "tracks" to "general tracks" as though both had suffered major declines in enrollments. [7] In reality, since 1964, vocational education enrollments have increased nation-wide. Therefore, the thirty percent increase in "general track" enrollments must have come from college preparatory programs. Since the 1960's, one could easily presume that youngsters are broadly better informed about national and world affairs and they are seeking relevance in their educational experience.

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[5] Ibid., page 8

[6] Ibid., page 9

[7] Ibid., page 18

IF THE SYSTEM STANDS STILL LONG ENOUGH IT WILL BE AHEAD OF ITS TIME

There seems to be a void occurring in educational thinking and philosophy which has allowed the omission of the human beings that are to profit from the educational processes. There is an axiom in education, that if the system stands still long enough it will be ahead of its time. It seems those systems which have pursued "academic" excellence, without regard for the dropout rate or relevance, could once again be ahead of the times.

AT RISK BECAUSE OF NATIONAL AND INTERNATIONAL ECONOMIC CONCERNS

Why is the nation at risk? It is made clear in the introduction of the excellence in education report, that this nation is at risk because of national and international economic concerns. Translated into the context of a free capitalistic society that means profits are down and the share of the world and domestic market is shrinking for American business. A Nation At Risk would have us believe that we are at risk because of the lack of academic and humanities excellence in the high schools of America, and that risk which is economic then can best be reduced by establishing a secondary curriculum geared to the academic rigors of college life on every high school campus. Thus reestablishing academic supremacy in the world by only twenty percent of the individuals completing a university program, America will no longer be at economic risk; this reasoning needs closer examination.

A Nation At Risk was penned at a time when high technology was perceived as the panacea for all of this nation's problems. Like all "band wagons", the players fall by the wayside as reality takes hold. High technology will in reality provide some additional jobs but they may not be at the academic level anticipated. The new job opportunities will require developed vocational not post-baccalaureate level skills.

TO COMPLETE AN INCREMENTAL EDUCATION, ONE MUST SURVIVE THE SYSTEM

America cannot forget the masses. In order to educate the individual, he or she must survive the system. America says we have a system of education which is incremental and moves the learner to ever higher planes of learning. The unfortunate problem is that to complete an incremental education, one must survive the system. Currently, thirty-two percent of the unemployed in America did not survive the system; they were high school dropouts. [8]

Neither relevance nor rational thinking is driving educational decision making. While a renewed and more rigorous academic curriculum with the new basics (foreign language, performing arts, etc.) may well serve the academically inclined student, it does not reflect the realities of the world outside of the education establishment. Relevance for the twenty percent of college bound students, may well be proposed in A Nation At Risk, but other concerns must not go unanswered. Academic excellence may well address the need for expanded research and development of new technologies at the graduate university level, but it is questionable that it will resolve the profit and employment problems which put the nation at risk.

MOST RELEVANT PROGRAM AVAILABLE FOR EIGHTY PERCENT

Vocational education is the most relevant program available to eighty percent of the noncollege graduation bound students. Vocational education at the secondary level, combined with vocational-technical education at the postsecondary level, may well be the largest portion of the solution to managing the nation's current risk. It is middle management and the skilled employee who will make the innovations and new technology of research and development produceable at a competitive price and marketable in a world whose disposable income is significantly less than in America.

America suffers from a shortage of middle managers who can effectively translate product research and development into profit making ventures. Middle managers must understand production in terms of either hardware or software as well as information. With skilled employees, the middle manager makes the product (physical or informational) competitive in world and domestic markets.

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[8] Labor force Statistics and Educational Attainment, 1982-1983, Bureau of Labor Statistics, March 1983 report.

Employment in America is no longer centralized in big business. Small business employment accounts for fifty-six percent of the private employment in America. Small businesses account for forty-three percent of America's gross national product, produces a disproportionate share of new jobs and innovations, and often is the "seed" for major industries of the future. [9] Small business is by and large unable to invest venture capitol into training if it is to grow and expand. High quality vocational and technical programs articulated through secondary and postsecondary levels, can provide a human resource to address the nation's risk -- profit for small and large businesses.

The vocational education systems in America are not without problems. Statistically, of the seventy-two percent of individuals graduating from high school across America, seventy-eight percent have taken one vocational course or more. No one would assume that a single vocational course constitutes vocational preparation, but in 1980, twenty-nine percent of the seventy-two percent of youth graduating from high school had completed four or more courses in a vocational area constituting a vocational education concentration.

Statistically, twenty-one out of every one hundred children entering the first grade complete a vocational concentration prior to leaving high school. On the balance scale, fifteen percent of the students entering school will complete successfully a postsecondary course of study. [10] Currently there are more vocationally concentrating graduates from high school than there are successful completers of postsecondary (jr. college, college and university) programs.

STUDENTS CONCENTRATING ON VOCATIONAL EDUCATION WILL DECLINE

If academic requirements for high school graduation are significantly increased, fewer and fewer elective vocational courses will be available for students. Even the current numbers of students concentrating on vocational education will decline. If America is to meet the existing challenges to its survival, it must develop the full potential of its people. America must build an educational system which will fulfill the needs of all young people. A Nation At Risk falls far short of recognizing the needs of this nation's entire population or the needs of business and industry. If followed to its logical conclusion, A Nation At Risk would abandon the largest portion of this nation's human resource to a turbulent economic and social environment.

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[9] Credit, Bank and Small Business, National Federation of Independent Businesses, May 1983, page 1.

[10] National Center for Educational Statistics Reports, Summarized by staff of the National Advisory Council for Vocational Education, September 1983.

ACCESS TO, BENEFIT FROM AND SERVED BY PUBLIC EDUCATION

Will this nation revert to a philosophy that we must educate only a few, as they will lead the nation or will we proceed on the premise that all people must have access to, benefit from and served by public education? Does the groundwork for A Nation At Risk call for reform of only academic education or for the development of a "full service" public education system? The future of this nation depends upon how we respond to these basic questions in terms of public support and financial commitment.

Mr. GOODLING. Professor Benson.

STATEMENT OF PROF. CHARLES S. BENSON, DEPARTMENT OF EDUCATION, UNIVERSITY OF CALIFORNIA, BERKELEY

Mr. BENSON. Mr. Chairman, I am a professor at the University of California at Berkeley. Mr. Chairman, I have a written statement and I request that it be put in the record.

Mr. GOODLING. I have no objection.

Mr. BENSON. Mr. Chairman, I served over a period of time as principle investigator of a large project funded by the National Institute of Education to investigate the distribute of Federal vocational education funds, State and local funds associated therewith, membership in vocational education programs and related matters.

There were two important problems we saw in the course of our work—problems which were drawn to the attention of the study director at NIE, Dr. Henry David, and were noted in his final report on the vocational education study.

One problem is that the Federal funds in the past have been distributed very thinly—too thinly to accomplish significant results. Another problem has to do with the attempt to help members of target populations. Now the 1976, a noble act and purpose did not address the question of what quality of vocational programs would be made available to members of target populations. The only requirement was that the State and local advisers spend money on members of these groups, but they were, in some cases, enrolled in programs in car washing and dry cleaners with very uncertain job prospects.

Now my colleagues and I have come up with some proposals for a new kind of legislation. I realize from the point of view of this committee it is late in the day to be making proposals that stand markedly different from H.R. 4164. There is, however, a way to incorporate our suggestions, should they find favor in the bill as it stands.

One proposal is that the Federal money be available only to programs of quality. We hear a lot today about improving the quality of academic education. We are suggesting that equal attention should be given to improving the quality of vocational education.

I would like to take one moment to read a tentative proposed definition of quality programs if they are offered at or above grade 11 and purporting to impart entry level job skills for a specific, gainful occupation; requiring at the secondary level instruction for each student of at least two contact hours per day over 2 full years of academic study; requiring at the postsecondary level instruction of at least 2 contact hours per day over 1 full academic year of study; requiring at both the secondary and postsecondary level the demonstrated ability to read, write, and compute at an eighth grade level; demonstrating involvement by local employers in the planning and delivery of the program, including contributions in cash or in kind to the program by local employers; demonstrating acceptable performance on program standards approved by the State board overseeing the distribution of Federal DEA funds. Such standards should include acceptable rates of program completion, continued education and training, employment, and acquisition of basic or occupational skills demonstrated by competency testing.

Mr. GOODLING. And you are specifically talking about the targeted population?

Mr. BENSON. No, sir. We had in mind an act in three parts. The first part would receive Federal appropriations and distribute them to all advanced programs. These programs of quality we call advanced programs.

Mr. GOODLING. What you were just reciting as a quality program, were you speaking specifically of the overall program or were you speaking specifically of the targeted population program?

Mr. BENSON. I believe that there should be a second part of an act which would provide money to program managers as they enroll members of target populations, and better still, as they see that these members of the target populations complete the programs. So the first part is the support of quality enhancement. The second part is to improve access for members of target populations into good programs, from which they can get jobs.

We think that the money should flow directly to the institutions providing programs because that is where incentives become effective, in our view. The people who are designing, running, and seeking to improve their programs—we would like then to have a strong incentive to reach out to members of target populations, and if necessary, provide them with the remedial work in order that they can succeed in good programs. It's an effort to get the money to establish an incentive to do good things. No elaborate State distribution formulas are needed. You see, the money would simply flow in proportion to a given institution's share of the statewide total of student contact hours in advanced programs. That would be the first part.

The second part would be——

Mr. GOODLING. Did you clear that with the State directors and the State education secretaries?

Mr. BENSON. Yes. [Laughter.]

It's a very clean proposal, if I may say, sir.

Mr. BENSON. We had in mind a third part, which would provide money in those special cases where target populations lack access through lack of facilities. There are some districts in this country where there are concentrations of low-income people who would have to go possibly 2 hours each way in order to be enrolled in advanced programs. So the third part money would be for construction, renovation, and equipment.

I think that there are good things to be said about H.R. 4164, but I am terribly concerned about the money distribution. In part A, there is no distribution formula. In part E, it seems to me to be perverse in that a local authority gets more money as it enrolls more members of target populations or promises to do so. The difficulty is that this almost guarantees spreading the part E money, again, very thinly, and with the likelihood that members of target populations will end up in programs that are cheap to run and that do not help them.

One could change or one could add a distribution mechanism in part A, under which the money would go to advanced programs, but only to those. One could modify the distribution mechanism in part E to have the money flow to institutions that enroll members of target populations in advanced programs.

Now there is plenty of State and local money to take care of ordinary programs, but it seems to me that we need Federal leadership toward quality and toward access. In these aspects I think H.R. 4164 needs to be strengthened.

One last point. In our minds it doesn't matter a lot what the money is spent on once it gets to the institution. You see, the incentive exists in earning Federal money. These are symbolic dollars and they are dollars which should have flexibility in their use. So if the money goes to institutions that run one or more advanced programs and that enrolls members of target populations, then we would say, "Let the institution use its own good judgment as to how the money might be spent."

I thank you, sir, for allowing me to come in.

Mr. GOODLING. Thank you very much.

[The prepared statement of Prof. Charles S. Benson follows:]

PREPARED STATEMENT OF CHARLES S. BENSON, PROFESSOR, UNIVERSITY OF CALIFORNIA, BERKELEY

Vocational education has become an enterprise of vast proportions. It was built for the most part from financial contributions of state and local governments. Indeed, the particular American form of vocational education we have was invented by states and localities themselves at the turn of the century. Neither with regard to the origins of vocational education nor in its support can the Federal governent claim to be anything more than a junior partner.

A junior partner, nevertheless, can play a crucial role, but to do so it must meet certain requirements. In the case of 1976 Vocational Education Act, the Federal government tried to do far too much with too little. The objectives of the Act were so diffuse and the provisions of the Act were so vaguely drawn—where they were not contradictory—that the Act has become, essentially, a block grant, offering a small amount of additional support to state-local activities. I shall elaborate on these criticisms shortly.

The Federal government must concentrate its efforts if it is to have any important impact, and I suggest a concentration in two directions only. First, the Federal government should confine its support to programs of demonstrated quality and effectiveness. Thus, strong programs will be made even stronger, as they gain benefits from extra money and from national recognition. (One measure of program quality, I believe, is close involvement with local industry.) A "demonstration effect" should ripple through the vocational education community, meaning that program administrators generally will try to bring their own programs up to standards required for Federal support, standards that are held by what I shall hereafter call "advanced programs." The basic objective is quality enhancement.

The second direction the Federal government should take is quite different from the first but it is an important and necessary complement to quality enhancement: the Federal government should try to improve access to advanced programs for groups of people that have been traditionally underserved. These groups consist of the disadvantaged, the handicapped, non-English speaking persons, persons who seek to enter fields of work that are unconventional for their sex, displaced homemakers, and displaced workers. One difficulty with the setasides of the 1976 Act was that compliance was achieved simply by spending money on the training of target populations without regard to whether these persons were being trained in sound programs that led to good job prospects or in programs that were basicaly worthless. It is necessary to use the Federal leverage to establish incentives under which state and local authorities will come to want to include the underserved as students in advanced programs. I offer some suggestions below as to how these two concentrations of Federal effort—quality enhancement and access for the underserved to advanced training—could be incorporated in a new kind of vocational education act.

OBSERVATIONS ON THE 1976 VOCATIONAL EDUCATION ACT

The Project on National Vocational Education Resources (PONVER) at the University of California, Berkeley, was a major contractor of the National Institute of Education under N.I.E.'s Congressional Mandate to provide" . . . a thorough evaluation and study of vocational education programs," (Public Law 94-482, section 523(b)(1)(A). I served as principal investigator of the project, which ran from 1978 until late 1981. Under terms of our contracts, we in PONVER were required to do the following things, inter alia: (1) to examine the distribution of Federal VEA funds to the states; (2) to examine and evaluate the formulas by means of which the states distribute Federal VEA funds to local authorities; (3) to examine the pattern of enrollments in VEA programs by six-digit code in regard to such characteristics of studens as sex, race, condition of disadvantage, handicapped condition, and whether of limited English speaking ability; (4) to determine on what activities and for what purposes Federal VEA money was spent and to ascertain the share of local districts' budgets that were spent on program maintenance as compared with program improvement and expansion, (5) to assess the efforts made by local autorities to reduce sex stereotyping in training and work, and (6) to evaluate the quality of the vocational education data system. As a supplement to our contractual requirements, we developed a quality index for vocational programs. In a small number of states, we were able to examine enrollments in programs ranked by quality distinguishing among mainstream student, the disadvantaged, the handicapped, limited English speaking, and as among the races and between the sexes.

Based upon thorough analysis of data, PONVER provided N.I.E. with a large number of observations and conclusions, many more than I can discuss in this paper.

I therefore wish to take up the following five topics only: intra-state distribution of funds for vocational education; setasides for target populations; distribution of vocational education funds as between program improvement and program maintenance; sex equity; and access of underserved groups to high quality training programs.

INTRASTATE DISTRIBUTION OF FUNDS

Probably no other aspect of the 1976 Amendments has generated more controversey, confusion, and frustration than the general issue of how states are to distribute funds to eligible recipients. For four years after passage of the 1976 Amendments, clear Federal guidelines were not established, and every state operated under great uncertainty as to whether it was complying with Federal law. Regulations and guidelines issued to date have been ambiguous, confused, and contradictory. Procedures approved one year have been disapproved the next only to be approved again. At the time of the 1976 Amendments the Senate Committee on Labor and Public welfare noted:

"Existing law prohibits the allocation of funds among eligibile applicants in a manner which fails to take into account the statutory criteria for allocation, such as the matching of local expenditures at a uniform percentage ratio. The purpose of such a provision was to require State boards to take into account the relative needs of applicants for Federal funds, and their relative ability to match such funds, in relation to other applicants within the State. Despite this provision, a number of states allocate funds among school districts on the basis of a flat formula, without taking relative need or ability to pay into account." (Senate, Report, No. 94882, May 14, 1976, p. 71.)

In the 1976 Amendments, the Congress clearly stated that uniform distribution of federal funds to eligible recipients was unacceptable:

". . . the State will not allocate such funds among eligible recipients within the State on the basis of per capita enrollment or through matching of local expenditures on a uniform percentage basis." (Public Law 94482, sec. 106(a)(5)(B)(ii).)

Instead, state administrations were to direct Federal funds to local agencies most in need of additional resources. "Need," in the instance, could take several forms. Thus, the Congress directed "that the State shall, in considering the approval of such applications [for funds], give priority to those applicants which (i) are located in economically depressed areas and areas with high rates of unemployment, and are unable to provide the resources necessary to meet the vocational education need of those areas without Federal assistance, and (ii) propose programs which are new to the area to be served and which are designed to met new and emerging manpower needs and job opportunities in the area, and, where relevant, in the State and the Nation . . ." Public Law 94482, sec. 106(a)(5)(A).)

These directions are ambiguous. What constitutes an "economically depressed" area or a "high" rate of unemployment is not defined, and liberal interpretations have enabled some states to label almost all recipients "economically depressed."

Further weakening the ability of the two criteria to target funds is the lack of any strong correlation between location in an economically depressed area and location in an area with "new and emerging manpower needs." Indeed, one might expect the second to be more characteristic of economically vigorous communities with high rates of growth and low unemployment. Thus, one criterion may well be offsetting the other, effectively permitting uniform distribution of federal funds despite specific criteria for targeting. It is easy to see how the two criteria could be used to cast a large net that would include most, if not all, localities.

Perhaps anticipating such difficulties, the Congress specified further criteria: ". . . the State shall, in determining the amount of funds available under this Act which shall be made available to those applicants approved for funding, base such distribution on economic, social and demographic factors relating to the need for vocational education among various populations and the various areas of the State, except that (i) the State will use as the two most important factors in determining this distribution (I) in the case of local educational agencies, the relative financial ability of such agencies to provide the resources necessary to meet the need for vocational education in the areas they service and relative number or concentration of low income families or individuals within such agencies, and (II) in the case of other eligible recipients, the relative financial ability of such recipients to provide the resources to initiate or maintain vocational education programs to meet the need of their students and the relative number or concentration of students whom they serve whose education imposes higher than average costs, such as handicapped students, students from low income families, and students from families in which English is not the dominant language." (Public Law 94482, sec. 106(6)(5)(B)(i).)

Are these criteria to be applied after a local agency has been identified as eligible by the previous two criteria: location in an economically depressed area or proposing programs for new and emerging manpower needs? Or, are they to be applied independently with additional money going to localities with low financial ability regardless of need based on other criteria? Does the law require an approval process by which eligibility is first based on high unemployment and low financial ability, or does it merely require a process by which either high unemployment or low financial ability are sufficient for eligibility? A process in which eligibility is determined by meeting any one of several criteria will distribute funds more broadly and uniformly than a process requiring that all criteria be satisfied. Indeed, the former process is likely to lead to an outcome in which all applicants receive some funds, and depending on the weights assigned to each criterion, per capita distribution.

Is it legal to fund applicants in this way? The Office of Vocational and Adult Education (OVAE) has said yes. In the March 1980 draft of its Policy Manual for Federal Vocational Education Fund Distribution, the Office states:

"States may distribute Federal VEA funds to all applicants. Although Public Law 94482 describes separate approval/selection and funding stages, there is nothing in the Law or Regulations to prohibit a State from funding all applicants. Where all applicants are funded, States can use a combined prioritizing and funding process, as long as the two most important factors (1) relative financial ability and (2) low-income families (for LEAS) or (2) high cost students (for other eligible recipients) individually receive the greatest weight in the process." (BOAE Information Manual for Federal Vocational Education State Grant Fund Distribution Procedures, March 1980, p. 6.)

A procedure that allows all authorities to receive funds regardless of how rich or how small undercuts any real sense of priority in the use of scarce Federal funds.

The language about directing funds to LEA's that "propose programs which are new . . . and which are designed to meet new and emerging manpower needs . . ." has been especially difficult to deal with. The intent of the requirement seems clear—namely to discourage localities from continuing to operate outdated or unnecessary training programs and to anticipate labor market needs that might cause shortages in the absence of adequate numbers of trained workers. Such an interpretation is consistent with other sections of the Act that stress program planning based on careful assessment of current and future need for particular job skills (see, for example, Sec. 107(b)). Unfortunately, the emphasis on "new" programs and OVAE's literal interpretation of the rule creates incentives that potentially contradict the broader aim for sound planning that matches training to expected labor market conditions. Thus, too literal an interpretation would declare ineligible a locality that sought to expand an existing program to meet emerging new demands for workers with those particular skills. By OVAE's definition, and indeed the language of the legislation itself, such a program only qualifies if it is "new to the area." Similarly, an existing program that is radically reorganized—for example, redesigned to use updated equipment and new curriculum at substantial additional costs—would not qualify for federal funding under a strict interpretation of the "new program" criterion.

Such outcomes are clearly inconsistent with concerns expressed elsewhere in the legislation. The Act begins with a declaration of purpose that leaves no doubt that Federal Funds are intended, among other aims, to help states extend and improve existing programs, but the later emphasis on new programs as one of only two criteria for approving applications, discourages sensible planning. Instead, such heavy priority on "newness" may encourage potential recipients not only to rush into poorly developed programs for the sake of doing something new, but also to design elaborate new disguises for old programs that do not change at all.

A rigorous examination of the formulas used to distribute Federal VEA funds in all fifty of the states revealed numerous instances of use of arbitrary elements added into the formulas to distort or blunt the intended direction of flow of funds, as well as illogical juxtaposition of elements. The formulas are unnecessarily complicated and they are impossible to explain to the lay public. But there are even more serious problems. The 1976 Act specifies the criteria that are to be used in the formulas, but it places no limit on the number of variables that may be added. By adding variables, any good formula maker can obtain whatever pattern of distribution he wishes. Lastly, for present purposes, it is important to note that the 1976 Act places no requirement on states to shape the distribution of state funds that LEA's use in support of vocational education in any relationship to Federal criteria. Ordinarily, the state funds are much larger than the Federal. Hence, even if a state is thoroughly conscientious in applying Federal criteria to Federal VEA distributions, the small margin of Federal dollars received by needy districts could easily be submerged by a shift of state dollars away from those same needy districts.

In PONVER, our conclusion about the intra-state distribution of Federal VEA dollars was the following: at the time our analysis of distribution formulas was considered (1978-79), no state was using a funds distribution procedure free of technical difficulties, arbitrary judgments, unexplained calculations, questionable interpretations of Federal law, or inaccurate or inappropriate data. I suspect the same is true today.

SET-ASIDES FOR TARGET POPULATIONS

The set-aside requirements of the 1976 Amendments are another area of ongoing confusion and debate. The legislation contains three primary set-aside provisions. First, at least 10 percent of each state's basic grant is reserved to pay not more than 50 percent of the excess costs of vocational education programs for the handicapped. Second, at least 20 percent of each state's basic grant is to be used to cover no more that 50 percent of the excess costs of programs for the disadvantaged. Third, the Act reserves 15 percent of each state's basic grant for not more than 50 percent of the costs of vocational education for persons who have completed or left high school or who are unemployed or already in the labor market (the postsecondary setaside). Additionally, a portion of the disadvantaged set-aside is reserved for persons with limited English proficiency, the amount varying with their number as a porportion of each state's population aged fifteen to twenty-four, inclusive.

The original legislation did not specify that funds reserved for the handicapped and disadvantaged could be used to cover only the excess costs of programs and services. Following the publication of proposed regulations in April 1977, a letter to Commissioner of Education Boyer from Representatives Perkins and Quie and Senators Pell and Javits made it clear that the setasides were intended to help cover the costs of "special forms of assistance, over and above the regular program." The Congressmen argued that any other interprétation would not lead to an expansion of services for the handicapped and disadvantaged and might lead to a reduction. Consequently, subsequent regulations required that the set-asides for the handicapped and disadvantaged be applied only to the additional costs of special programs, services and activities.

Much confusion remained, however, especially as to whether the principle of excess cost applied to both mainstreamed programs and separate specialized programs. Consequently, in March 1978, OVAE issued a further interpretation. First, the interpretation reiterated the emphasis of the Vocational Education Act on mainstreaming:

"The State shall use, to the maximum extent possible, the funds expended for handicapped and disadvantaged persons to enable these persons to participate in regular vocational education programs." (Federal Register, Vol. 43, No. 59, Monday, March 22, 1978, p. 12357.)

For students placed in regular programs, excess costs refer to expenditure per student over and above those for non-handicapped or non-disadvantaged students in vocational education.

When it is necessary to place a student in a separate specialized program, the entire cost of this program may be counted as excess costs, provided the average statewide (state and local) expenditure per student equals or exceeds the average per student for non-handicapped or non-disadvantaged students. Unfortunately, this interpretation creates a powerful incentive to isolate students rather than mainstream them. Consider the following hypothetical situation. Suppose a state spends $1,000 per student for non-handicapped students. The state has 1,000 handicapped students in vocational education and 10 percent of its basic grant amounts to $300,000 or $300 per handicapped student. If the state mainstreams these students, it must spend $1,600 per student, including an additional $300,000 of state-local expenditures to match the Federal set-asides dollar for dollar. However, if the state elects to place all students in specialized facilities, it need spend only $1,300 per student. In this case, average statewide state and local expenditure is the required $1,000 per student, $300 of which can be counted as the 50 percent match for the $300 per student of federal funds. The state need not spend the additional $300,000 required if students are mainstreamed. Consequently, the larger the set-aside, the greater the incentive is to isolate students in special programs rather than mainstream them as the legislation would prefer.

The excess cost provision has made it difficult for some states to match Federal set-aside funds, and a few have threatened to return funds to OVAE. It is easy to see why they are experiencing difficulty. In effect, the operation of the excess cost provision creates a perverse incentive structure. On the one hand, spending small amounts per student in set-aside dollars forces states to match at unusually high total matching ratios. On the other, spending larger amounts decreases total matching ratios but forces states to raise substantial sums of new dollars. For example, assume a state spends an average of $1,000 per student for vocational education. Assume further that the federal set-aside amounts to $50 per handicapped student in vocational education. For a mainstreamed student, the state must put up an additional $50, bringing the state-local total to $1,050, or a total matching ratios of 21:1. As the per student set-aside increases, say to $300 in our previous example, this ratio declines greatly but states have substantially more difficulty generating additional funds.

In short, the excess cost provision is a clumsy mechanism for targeting funds. It is insensitive to existing levels of state spending and matching ratios for target groups and creates strong disincentives to use the money at all. Attempting to respond to the problem, Congress amended the Vocational Education Act in 1978 to allow states to exceed the 50 percent limit on the federal share for eligible recipients "financially unable" to provide programs for target groups. However, the amendment merely perpetrates the basic shortcomings of the excess cost notion and creates additional problems as to how "financially unable" recipients are to be defined.

A simpler and more effective approach might be to reserve set-asides for special purposes—services, programs, and activities—but drop the matching requirements altogether. To avoid supplanting state-local funds with Federal funds—the major concern of the Congress in insisting on the excess cost interpretation—states could be required to maintain existing levels of support (on a per student basis adjusted for inflation), as well as document that state-local average expenditures per student for target groups that matched or exceeded average expenditures per student for non-handicapped and non-disadvantaged students. Such an approach would be consistent both with efforts to encourage mainstreaming and with Congressional objectives to provide necessary special services that facilitate participation in vocational education.

However, even these kinds of adjustments are insufficient to establish strong incentives for state and local authorities to enroll members of underserved groups in vocational programs of high quality.

EXPENDITURE OF VOCATIONAL EDUCATION FUNDS BY FUNCTION AND ACTIVITY

In part of PONVER's research we relied upon data from a fifteen-state sample: Alabama, California, Colorado, Florida, Illinois, Minnesota, New Hampshire, New York, Oklahoma, Pennsylvania, South Carolina, South Dakota, Texas, Utah, and Washington. Our data indicated that these states are reasonably representative of the nation. We used data from these states to analyze the functional distribution of Federal and state-local expenditures.

The 1968 Amendments to the Vocational Education Act of 1963 required the states to spend various portions of their Federal grants on work-study programs, cooperative programs, construction, guidance and counseling, etc. The 1976 Amendments loosened the strings on the requirements to make particular kinds of programmatic expenditures, but it allowed states to use Federal funds for the following purposes under Section 120 grants: vocational education programs per se, work-study, cooperative programs, energy education, construction, grants to promote sex equity, student stipends, placement services, industrial arts, support services for women, day care, services for displaced homemakers, instruction under contract, and state and local administration. Section 130 money can be used by the states for research, exemplary and innovative programs, curriculum development, guidance and counseling, pro-service and in-service training, grants to overcome sex bias, and administration of the above activities.

Table I indicates that the only substantial uses of Section 120 Federal money were operation of vocational programs and state administration. The portion of federal money used for state administration varied amongst the states of our sample from 27 percent in New Hampshire to six percent in California, a large range.

South Dakota spent three percent of its Federal 120 money on sex equity research. Illinois spent five percent on work-study, while Texas spent four percent on that activity. New Hampshire allocated nine percent to cooperative programs, Colorado spent five percent and Alabama and Washington directed four percent. Alabama allocated six percent to construction. South Dakota put 11 percent on local administration and Washington spent five on that purpose. Otherwise, none of the 15 states of the sample devoted more than three percent of its Federal 120 grants to any of the 13 permissive uses of Section 120 money, outside of program operation and administration.

Table II shows the allocation of state-local vocational education funds by legislative subpurpose. Under the Section 120 category, most of the state money was used for program operation and local administration. Expenditures for state administration from state funds were relatively minor.

Oklahoma spent four percent of state-local money for cooperative programs. Alabama spent eight percent for this purpose, as did Florida. South Dakota devoted nine percent to that activity. Three states, Florida, Pennsylvania, and South Carolina, used more than three percent of their state-local funds for construction, while two—Florida and New Hampshire—put more than three percent of their state-local outlays into industrial arts.

Table III combines data on federal and state-local spending. Once again, we see that nearly 90 percent of total spending in vocational education was absorbed by program costs and construction. The fact that the 1976 Vocational Education Act permitted expenditures on such functions as placement services, cooperative programs, day care services, and support services for women was not seized upon by the states and localities to make vocational education more responsive to social needs. This augurs ill for any new legislation that provides such a "shopping list."

TABLE I—DISTRIBUTION OF FEDERAL VEA 120 FUNDS BY LEGISLATIVE SUBPURPOSE

[In percentages]

	Alabama	California	Colorado	Florida	Illinois	Minnesota	New Hampshire	New York	Oklahoma	Pennsylvania	South Carolina	South Dakota	Texas	Utah	Washington	United States
Sex equity personnel	0.84	0.12	0.95	0.32	0.41	0.64	2.46	0.20	0.98	0.16	.69	3.14	0.31	2.35	0.70	0.67
Displaced homemaker	.03	.66	.81	.01		.13	.90	1.37	.09	.46	.40	.39	.30	.15	1.96	.45
State administration	12.27	5.78	18.72	18.09	7.53	9.48	7.40	7.00	13.67	13.23	8.41	7.10	7.35	6.96	10.94	8.46
Vocational education programs	75.40	87.70	67.28	74.94	87.19	89.75	58.97	86.72	79.95	78.97	86.04	74.94	85.79	90.55	72.89	80.79
Work study	.20	.61	1.37	2.63	4.71		.02	1.47	.27	1.41	.36	.59	4.26		1.38	1.36
Cooperative	3.82	.40	5.09	2.57	.16		9.45	1.16	2.91	2.40	2.66	2.61			4.36	2.04
Energy			2.26					.14			0.5					.09
Construction	6.22		2.41					.90	.46	3.37					1.73	3.02
Stipends															NA	.15
Placement services		.03						1.04								.15
Industrial arts	.31	1.95					.81									.84
Supplemental service for women		.24											.23		1.02	.14
Day care services		.05									.17		.26		.42	.06
Residential schools															NA	.22
Contractual instruction																.05
Local administration	.91	2.56	1.11	1.44					1.67		1.22	11.24	1.50		4.60	1.51

TABLE II.—DISTRIBUTION OF STATE AND LOCAL VOCATIONAL EDUCATION 120 FUNDS BY LEGISLATIVE SUBPURPOSE

[In percentages]

	Alabama	California	Colorado	Florida	Illinois	Minnesota	New Hampshire	New York	Oklahoma	Pennsylvania	South Carolina	South Dakota	Texas	Utah	Washington	United States
Sex equity personnel								NA							NA	
Displaced homemaker				0.03	0.02			NA	0.10	0.05					NA	0.03
State administration	3.87	0.23	1.06	.44	.21	1.74	2.38	NA	2.14	.52	1.39	2.10	.84	1.21	NA	.99
Vocational education programs	81.60	94.38	91.78	67.82	99.67	98.26	82.93	NA	90.75	92.73	72.51	79.75	82.62	98.79	NA	86.14
Work study		.07	.11	.08	.09			NA	.14	.06	.02	.14	.03		NA	.12
Cooperative	7.67	.43	.56	7.65			1.46	NA	3.84	.25	.06	8.67			NA	2.18
Energy			.06	.03				NA							NA	.01
Construction	2.30		.52	10.23				NA	.28	4.30	3.44				NA	3.36

TABLE II.—DISTRIBUTION OF STATE AND LOCAL VOCATIONAL EDUCATION 120 FUNDS BY LEGISLATIVE SUBPURPOSE—Continued

[In percentages]

	Alabama	California	Colorado	Florida	Illinois	Minnesota	New Hampshire	New York	Oklahoma	Pennsylvania	South Carolina	South Dakota	Texas	Utah	Washington	United States
Stipends								NA							NA	
Placement services		.11		.03				NA			.24				NA	.04
Industrial arts	.66			3.91			13.23	NA	.01				1.81		NA	1.98
Supplemental service for women		.04						NA							NA	.01
Day care services		.07		.02				NA							NA	.02
Residential schools								NA							NA	.07
Contractual instructions				.02				NA							NA	.07
Local administration	3.91	4.66	5.90	9.73				NA	2.74	2.08	22.32	9.33	14.70		NA	4.99

TABLE III.—DISTRIBUTION OF TOTAL (FEDERAL, STATE AND LOCAL) VOCATIONAL EDUCATION 120 FUNDS BY LEGISLATIVE SUBPURPOSE

[In percentages]

	Alabama	California	Colorado	Florida	Illinois	Minnesota	New Hampshire	New York	Oklahoma	Pennsylvania	South Carolina	South Dakota	Texas	Utah	Washington	United States
Sex equity personnel	0.10	0.01	0.08	0.01	0.01	0.05	0.40	NA	0.07	0.01	0.04	0.62	0.03	0.14	NA	0.05
Displaced homemaker		.04	.06	.03	.02	.01	.14	NA	.10	.07	.02	.08	.03	.01	NA	.05
State administration	6.45	.60	2.48	1.06	.47	2.35	6.43	NA	3.00	1.30	1.78	3.08	1.48	1.69	NA	1.64
Vocational education programs	79.51	94.00	89.81	68.06	99.24	97.59	79.05	NA	89.95	91.18	73.26	78.81	92.93	98.15	NA	85.66
Work study	.02	.10	.21	.17	.25			NA	.15	.15	.04	.23	.45		NA	.21
Cooperative	7.06	.43	.93	7.48	.01		2.75	NA	3.77	.38	.20	7.49			NA	2.17
Energy			.24	.02				NA							NA	.01
Construction	2.76		.67	9.87				NA	.29	4.21	3.25				NA	3.35
Stipends								NA							NA	.01
Placement services		.10		.03				NA			.23				NA	.04
Industrial arts	.61			3.78			11.22	NA	.01				1.64		NA	1.88
Suppemental services for women		.05						NA					.02		NA	.02
Day care services		.07		.02				NA			.01		.03		NA	.02
Residential schools								NA							NA	.09
Contractual instruction				.02				NA							NA	.07
Local administration	3.47	4.59	5.51	9.44				NA	2.66	1.94	21.15	9.70	13.40		NA	4.73

Let us now consider Section 130 funds. The pattern of use of Section 130 funds, with regard to Federal money and state-local money as well, is not uniform among the states of our sample and is therefore hard to summarize. The following things, however, can be said: (1) in all states of our sample, guidance and counseling consumed a significant portion of federal money; (2) in almost all states of the sample, teacher training represented an important use of Federal money (Alabama and New York being exceptions); (3) in almost all states of the sample, the research coordinating units received substantial amounts of Federal money (New Hampshire and Pennsylvania being exceptions); (4) only in South Dakota was any notable amount of Federal money (over 10 percent) used for exemplary programs; (5) only in New York, Oklahoma, and Texas was any substantial amount of money used for curriculum development; and (6) only in New York was any substantial amount of Federal money used for grants to overcome sex bias.

The reader may recall my earlier observations that VEA legislation and regulations are self-contradictory, ambiguous, and open to easy manipulation by state and local governments. The results presented here about the uses of Federal funds and the degree to which state and local dollars are used to reinforce Federal objectives put evidence behind our reservations about the effectiveness of Federal controls over the uses of maoney. It would seem, indeed, that the 1976 VEA legislation is itself a variant of the block grant that is so popular in the current administration's approach to social policy.

In another part of PONVER's research, in order to explore questions beyond the reach of the Vocational Education Data System, we relied on survey techniques. Thus, we condected a survey of 1,200 local agencies, as a stratified random sample, in the states of California, Colorado, Florida, Illinois, Kansas, Massachusetts, New York, North Carolina, Soutn Dakota, and Texas.

Because the states were not selected randomly, in a strict statistical sense, the findings cannot be used to generalize about the nation as a whole. Nevertheless, the ten-state sample represents a sufficiently large portion of the vocational education enterprise such that the findings have significance regardless of whether they apply to the remainder of the country. The ten states surveyed account for 39 percent of students enrolled in vocational education. They receive 34 percent of Federal VEA funds and account for 48 percent of total state local expenditures for vocational education. The states include large urban centers such as New York, Chicago, and Los Angeles, as well as predominantly rural states as South Dakota and Kansas. They represent a broad geographic distribution with states from the northeast, south, midwest, and far west. In short, they capture a number of important differences among states that may affect the delivery of vocational educations.

In addition to improving the access of the handicapped, the disadvantages, and women to high quality vocational education programs, the Vocational Education Act seeks more generally to support improvements, innovations, and changes in the existing vocational education programs. Thus, the 1976 Amendments states that Federal assistance is to be used to "extend, improve, and where necessary, maintain existing programs of vocational education" (Public Law 94-482, Sec. 101(1)), as well as "to develop new programs of vocational education" (Public Law 94-482, Sec. 101(2)).

Although the legislation does not prohibit using Federal funds to maintain existing programs, the use of the phrase "where necessary" implies that Congress sought mainly to spur program innovation and improvement. Other provisions of P. L. 94-482 support this inference. Thus, Section 106(a)(6) stipulates: "That Federal funds made available under this Act will be so used as to supplement, and to the extent practicable, increase the amount of State and local funds that would be in the absence of such Federal funds be made available for the uses specified in the Act, and in no case supplant such State and local funds."

Section 111(b) further requires states to maintain previous levels of fiscal effort. In short, it is apparent that Congress intended federal funds to supplement state and local funds and to be used for program improvement and expansion that states would not otherwise be able to carry out with their own resouces.

Consequently, the survey sought to determine LEA's expenditures on program support, improvement, and expansion. We should stress that determining the extent to which Federal, as opposed to state and local, dollars supported these activities is exceedingly difficult. Several problems complicate the analysis. First, in many states, by the time Federal VEA money reaches the local level, it is indistinguishable from state or local dollars. Therefore, what Federal dollars purchased cannot be identified. Second, even if LEA's could distinguish Federal dollars from state and local dollars, there is usually no way of knowing how they would have expended funds in the absence of Federal dollars. Thus, for example, many LEA's use Federal dollars only for equipment purchases. This restrictive use of Federal money is mostly a matter of convenience; it makes accounting for Federal money a simple task and purchases are tangible and easily displayed. However, the fact that LEAs spend Federal dollars in the fashion does not mean that lacking Federal money they would not have purchased the equipment, but simply that state and local dollars that would otherwise have been used for these purchases have been directed to other purposes. In short, a Federal dollar is easily substituted for a state and local dollar.

A third factor complicating analysis of what Federal dollars buy is that despite the prohibition against supplanting, the maintenance of effort requirement is so weak as to permit substantial supplanting. An LEA is considered to be maintaining sufficient fiscal effort as long as the present year's expenditures, either in the aggregate or on a per student basis, exceed 95 percent of the previous year's expenditures. Moreover, the legislation requires no adjustment for inflation so that in real terms supplantation of as much as 15 percent of state and local expenditures can occur annually without violating the law.

For these reasons, the survey did not attempt to determine what proportions of Federal money were used for program maintenance, program improvement, or program expansion. Rather, we asked LEAs what proportions of their total vocational education budget (Federal, state and local) they spent for four general purposes:

(1) Supporting existing programs (including expenditures for staff and maintenance of existing buildings and equipment).

(2) Improving existing programs (by adding teachers or aides, purchasing or replacing equipment, expanding facilities, etc.).

(3) Adding new programs.

(4) Adding new services (such as counselors, facilities for handicapped students, etc.)

Thus, we tried to gauge the overall level of program improvement or expansion rather than that which might be supported with Federal funds.

Table IV summarizes the secondary responses to this question. As is to be expected, in most LEAs the bulk of the vocational education budget, 83 percent on the average, maintains existing programs. Only in a LEA just beginning to develop a vocational program would one expect to find much deviation from this pattern. Twenty percent of the LEAs responding to this question reported that all of their budget was used to support existing programs, with no funds expended on program improvement or expansion.

TABLE IV.—*Distribution of total vocational education budget secondary, fiscal year 1979*

Percent of total vocational education budget spent to:	*Percent* [1]
A. Support existing programs:	
70 or less	20
71 to 85	22
86 to 90	18
91 to 99	20
100	20
	100
Number of districts, 405.[2]	
B. Improve existing programs:	
0	25
1 to 5	21
6 to 10	23
11 to 20	16
21 or more	15
	100
Number of districts, 413.	
C. Add new programs:	
0	74
1 to 4	7
5	8
6 to 10	5

[1] Districts in each category.

[2] Data unavailable from approximately 170 districts.

11 or more	5
	100
Number of districts, 414.	
D. Add new services:	
0	78
1	4
2 to 4	5
5	7
6 or more	5
	100
Number of districts, 414.	

Seventy-five percent of the LEA's reported spending some money to improve vocational educational programs, with half of these saying that they spent more than eight percent of their budgets on program improvement. A much smaller number, 26 percent of the sample, expended funds to add new programs, and among those LEA's expenditures on new programs typically amounted to less than five percent of the total budget. Finally, only 22 percent of the sample reported spending money to add new services, and when they did so, these expenditures typically accounted for less than three percent of total spending.

At the postsecondary level (Table V), only six LEAs, or three percent, reported spending all of their budget to support existing programs. Half reported spending more than seven percent of their budget to improve programs. Over half said they had spent some money to add new programs, compared to only 26 percent of secondary LEA's. Forty-five percent said they had added new services.

TABLE V.—*Distribution of total vocational education budget postsecondary, fiscal year 1979*

Percent of total vocational education budget spent to:	*Percent*[1]
A. Support existing programs:	
75 or less	22
76 to 85	24
86 to 90	19
91 to 95	22
96 to 100	11
Number of LEA's, 173.	
B. Improve existing programs:	
0 to 2	17
3 to 6	20
7 to 10	27
11 to 15	20
15 plus	15
Number of LEA's, 172.	
C. Add new programs:	
0	46
1 to 2	17
3 to 5	13
6 to 8	11
9 to 20	13
Number of LEA's, 172.	
D. Add new services:	
0	55
1 to 2	16
3 to 4	7
5 to 7	12
8 plus	10
Number of LEA's, 172.	

[1] Districts in each category.

What conclusions do these figures suggest? First, we should emphasize the soft quality of data produced by this question. LEA's do not maintain accounts in terms of program maintenance, improvement, and so forth. Respondents were asked to estimate allocations, and their responses represent "best guesses" that are subject to substantial inaccuracy. Indeed, the high level of non-response to the question—suggests that the query was difficult to answer. Nevertheless, because of the Congressional emphasis on new programs and program improvement, we felt it important to attempt some data collection.

With these caveats in mind, then, it seems safe to say that most LEA's are making some effort to improve programs. Insofar as Federal funds are less restricted than state and local dollars and therefore give LEA's more budgeting flexibility than they would otherwise have, then it is likely that VEA funds plan an important though hard to measure role in program improvement. On the other hand, a relatively small number of secondary LEA's are adding new programs or services. Indeed, if one took literally the directions of Section 106(a)(5)(A)(ii) to give priority to applicants which "propose programs which are new to the area to be served and which are designed to meet new and emerging manpower needs . . ." less than one-fourth of the secondary and about one-half of the postsecondary LEAs responding could satisfy this criterion. Thus, while Federal funds may play an important role in enabling those LEAs to add new programs, VEA funds have apparently not encouraged large numbers of LEA's to undertake program expansion.

SEX EQUITY

Introducing efforts to promote sex equity in vocational education constituted one of the major new features enacted with the 1976 Amendments. The 1976 legislation explicitly authorized funds for overcoming sexual discrimination and sexual stereotyping in vocational education. While these authorized funds of limited amount are directed only to the state level, the Amendments included a number of comments and directives regarding sexual inequality in vocational education.

First, the legislation clearly stated that utilizing funds for eliminating inequality was a legitimate and proper use of Federal funds. States may spend funds under a number of sections to overcome sex bias.[1] Second, the legislation required that a state, as part of its state plan, describe its plan to overcome the problem of sex discrimination. A number of topics were to be included, ranging from data collection of sex equity to providing assistance to local education agencies interested in improving vocational education opportunities for women. States were to reserve $50,000 from their basic grant for these issues. States were also to assign (at the state level) a full-time sex equity coordinator to carry out the plan.

While women have come to play an increasingly significant part in the work force, they face serious hurdles to occupational success. Women are concentrated in low skill, low paying jobs with limited career ladders. Women with similar levels of educational and occupational training continue to earn lower salaries, and at times enter on a lower rung of the job ladder than their male counterparts.[2]

This pattern of sexual inequality in the labor force has been mirrored in public vocational education programs. In 1976, critics noted that sex segregation in vocational programs was severe. For years, homemaking and consumer education had been the almost exclusive domain of females, while boys have participated in traditionally male vocational education programs such as agriculture and industrial arts.[3]

With this background in mind, PONVER asked LEA's about their efforts to promote sex equity in vocational education. Districts were asked if they had, during the current academic year (1979–80) expended funds on any special activities to promote sex equity in vocational education. Examples of special activities included assemblies, speakers, films, and workshops.

As Table VI indicates, 22 percent of secondary LEA's reported that they had expended funds for sex equity. At the postsecondary level, rates where higher; 40 percent of the districts reported expending funds in this area.

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[1] Legislation permitted expenditures to promote sex equity under both section 120 and section 130 funding sources. Section 120 would normally be directed to program innovation or special services, while section 130 funds would be directed to research, counseling, and other issues.

[2] Bureau of the Census, "Social Indicators III: Selected Data on Social Conditions and Trends in the United States," Washington, 1980.

[3] Advisory Committee on the Rights and Responsibilities of Women, "The Vocational Preparation of Women," Washington, Department of Health, Education, and Welfare, 1975.

Table VI

Proportion of LEAs Expending Funds to
Promote Sex Equity, 1979-80

	SECONDARY	POSTSECONDARY
Expended Funds for Sex Equity	22%	40%
Did Not Expend Funds	78%	60%
	100%	100%

Number of Districts = 554 (secondary), 205 (postsecondary).
Data Unavailable from 26 secondary and 6 postsecondary LEAs.

This low level of effort, if representative, suggests that very few secondary students were exposed to programs aimed at eliminating sex stereotyping. Three-quarters of all the districts we studied did not report any activities. Moreover, when districts did undertake activities to promote sex equity, the programs tended to be modest. For example, we asked the districts which spent money on sex equity to list the cost and size of the program. Half of the school districts which reported expending funds spent $500 or less during the academic year.

PONVER also asked district whether they had changed staffing patterns in order to improve the sexual balance of programs traditionally dominated by one sex. The proportion of districts which had reassigned teachers was very low. Only five percent of secondary and 20 percent of postsecondary districts stated that they had made such staffing changes. Among the few school districts which did reorganize staffing patterns, the number of teachers affected was low. The majority of districts had changes involving one teacher. The largest number of teachers involved in one district was six. All together, for the entire sample, fewer than 40 female teachers in secondary LEA's were hired or reassigned to non-traditional positions in vocational education. For secondary schools, the figure for male teachers was even lower, with only seven teachers being transferred to non-traditional positions in the 580 districts examined.

At the postsecondary level, hiring or reassigning staff to promote sex equity was more impressive. One-fifth of the LEA's reported they had hired or reassigned staff to meet sex equity objectives. Thirty together reported hiring 39 female teachers to staff programs traditionally taught by men—primarily in technical, trade, and industrial programs.

Taken together, these results indicate that efforts at the local level to elminate sex stereotyping and discrimination in vocational education are far from universal. About one-fifth of secondary and two-fifth of postsecondary LEA's reported organizing special activities to promote this issue. This conclusion is corroborated by data reported at the state level and displayed earlier in this statement. Data for 15 states sample that state and local agencies did not generally fund programs or services promoting sex equity in vocational education (aside from the $50,000 in federal dollars which they were required to use for creating a state level office of sex equity coordinator for vocational education). Funds for sex equity personnel, displaced homemaker services, support services for women, and day care services are all proper funding areas under Section 120, but most states did not spend any money for these purposes. Non of the states reported spending more than one-half of one percent for these purposes.

ACCESS OF THE UNDERSERVED TO HIGH QUALITY VOCATIONAL PROGRAMS

Senior PONVER staff were able to visit vocational programs in the largest cities of our country. Here are some of our observations.

Although there are high quality vocational education programs in all of the cities we visited, such programs are not available to all students who might wish to enroll in them. Access to high quality programs is not equally distributed, which is to say that students with certain characteristics have a much better chance of enrolling in high quality programs than students with different characteristics. Barriers of access to high quality vocational training continue to exist, particularly for special populations: minorities, women, the handicapped, and the disadvantaged, including limited English speaking students.

Vocational education is strongly hierarchical in quality. We saw programs that would do credit to four year schools of engineering. We visited programs of design that are possibly unparalleled in the world. We have seen lavishly equipped facilities, dedicated faculty, and hard-working students. Senior members of the project, all of whom have spent years as members of educational institutions, found some vocational training activities to be more exciting, and to attract more loyalty and commitment of faculty and student body alike, than any academic education activity they were aware of. It is in such institutions that completion and placement rates run up to very high levels.

At the other end of the spectrum, we have visited institutions that have only recently dropped car washing from the curriculum and that show dry cleaning as the most popular program (only three precent of completers got, jobs, we were told, but anyway the students could clean their own and their neighbors' clothes). We have seen welding shops in which the booths are falling over from rust. We have seen a masonry shop empty of measuring tools but full of the students' dirty work clothes, tossed carelessly on the floor and in the closet. We observed students asleep at their desks and classrooms almost row after row empty for absence of instructors. Which is all to say that vocational education in our cities reflects the strengths of our technology and our culture and reflects the physical and spiritual erosion of concentrated poverty as well.

The geographic location of high quality vocational programs is a major factor in access in some cities. Although programs of superior quality may be ostensibly open to students from throughout the school district, many of these programs are located in facilities that are distant from concentrations of particular kinds of students. Consequently, access is restricted.

Restricted access is also due to arbitrary limitations on the size of some programs. In New York City, for example, 12,000 students who applied for admission to the city's vocational high schools were unable to be accommodated in any of their first three choices of schools—and only three choices are allowed. One of these schools, Aviation High School, reportedly had 5,000 applicants for 750 places.

In part, this is a problem of insufficient resources to expand programs, but the impact of the problem is borne disproportionately by special populations. Because the programs are high quality and because they are oversubscribed, admission is frequently competitive and depends largely on academic achievement and mastery of basic skills. Unfortunately, because the district does not have the resources to expand offerings of vocational high schools, there is no incentive, and indeed even a strong disincentive, to provide additional remedial instruction that would qualify a disadvantaged student for admission.

A second reason for limiting enrollments in some high quality programs is the need to adjust program enrollments to labor market demand. Therefore, some programs will be restricted in order to avoid training too many people for a limited number of jobs. While limited employment opportunities present an impediment of program expansion that is outside the purview of the vocational education system, again the impact is borne disproportionately by special populations as school districts ration slots in these programs using competitive admission criteria.

Many of the vocational high schools and shared-time area vocational centers have admission requirements that bar less well-prepared students from high quality vocational programs, even when limitations on enrollment are not required by internal or external conditions. Such requirements include scores on standardized aptitude or intelligence tests, grade point averages, attendance record, and personal characteristics of applicants, as determined in interviews.

Similarly, some vocational programs, particularly more technical programs, in the comprehensive high schools and the shared-time vocational programs and centers, have admissions requirements and often require specific preparation in math or science. Admission criteria are established for the more technical programs at the postsecondary level as well.

For significant numbers of disadvantaged students, including those who have limited English, admission requirements effectively restrict access to high quality vocational programs. Many disadvantaged students lack the preparation, either in basic skills or in course work prerequisites, that would enable them to meet the admission standards of these programs. But to suggest that entry requirements be abolished totally is not the answer.

The solution to this problem, as we see it, is twofold. The first task is to distinguish between admission criteria that predict program completion and that would serve to predict successful job placement in a non-discriminatory labor market and those other admission standards that are either irrelevant or discriminatory by race, sex, disadvantage, or handicap. (Naturally, vocational instructors and administrators have opinions about what kinds of students are "good to work with," and especially when interviews are used in the screening process, subtle forms of bias are likely to creep in.) Once one arrives at a set of admission requirements that do predict program completion and job placement, it would be foolish not to use them; otherwise, good programs degenerate into "revolving door" operations that frustrate and disappoint students and faculty alike.

The job does not stop, however, with identifying appropriate criteria. The next steps are to help students who lack qualifications to gain then within a reasonable period of time, and it would seem especially appropriate that Federal money be used for this purpose. We further suggest that program administrators reserve places in over-subscribed programs for members of target populations who possess or acquire the necessary qualifications for entry.

A PRELIMINARY SKETCH OF NEW LEGISLATION

If it should be agreed that the Federal government's responsiblity in vocational education should embrace the objectives of quality enhancement and access to advanced programs for the underserved, I suggest a bill in three titles would be the appropriate instrument.

Title I

Under Title I, a Federal appropriation would be made for the general support of "advanced programs." As a proper definition of advanced programs is the key element of this title. I suggest the definition be first considered in terms of the concept of occupationally specific programs of the National Center for Educational Statistics:

"The program area differences noted earlier may reflect differences in prerequisite requirements as well as in student intent in choosing vocational education instruction. The concept of occupationally specific enrollments permits these differences to be quantified. Occupationally specific programs are those programs offered at or above grade 11 which purport to impart entry level job skills for a specific gainful occupation. Excluded are all programs in Industrial Arts and Consumer and Homemaking areas, as well as prevocational, counseling and guidance, and cluster programs. By limiting considerations to occupationally specific enrollments, one can focus on those vocational students who would be expected to have the most immediate and planned impact on the gainful labor market."

But this definition does not take us far enough. I would propose the following additional elements to define advanced programs—meaning high quality programs in vocational education:

At the secondary and adult level, students must have at least two contact hours per day in the programs and the programs must cover two full academic years of study;

At the post secondary level, students must have at least two contact hours per day and the programs must cover at least on full academic year;

The programs at both secondary and post-secondary levels must establish prerequisites of 8th grade level in English and mathematics;

The programs must be able to demonstrate involvement with employers, meaning that employers make contributions in cash or kind to the programs. Involvement must go beyond the establishment of an advisory committee. The recent study by the Center for Public Resources described the perceptions schools and businesses had with regard to persons entering the job market from high schools. Eighty percent of the businesses thought that such persons were lacking in basic skills, while 80 percent of the schools thought that they were providing completers with adequate basic skill levels. The survey also reported that 90 percent of the schools thought they had little responsibility for getting businesses involved in their educational activities. Practically all observers of the vocational education scene have commented upon the necessity of closer school-business partnerships. I believe two measures can be included in the vocational reauthorization bill that would enhance such partnerships. With regard to schools, I believe that a separate section of my proposed Title I would allocate something between $25 and $50 million to advanced training programs in which 25 percent of the program costs have been met by business, industry, or labor unions in cash or in kind. An institution providing an advanced training program would receive approximately $150-$250 per student from basic Title I. If 25 percent of the program costs were provided by business, industry, or labor, the institution would receive an additional $40-$60 per student. I believe such a provision would provide a strong incentive to institutions to make contact with local business, industry, and labor groups to provide specific help to their programs. At the same time I believe this bill or companion bills should continue provisions which offer tax incentives to business and industry to contribute equipment, facilities, and personnel to schools.

In addition to these requirements as stated, every advanced program should be required to submit annual reports that display the following kinds of data: program completion and the award of a license or certificate; numbers of students continuing their education; and placement of students in a job related to training. Further, each advanced program should be subject to a detailed review within a five-year period of time. The review should consider the degree to which the program is responsive to labor market demands, the effectiveness of the program in reducing sex stereotyping, and whether the program has a balanced enrollment of the underserved, as defined in Title II. The program should be evaluated also in terms of whether it was providing training that helped students enter fields with good prospects for high earnings. Each state should be required to develop minimum criteria for the selection and continuation of a program in advanced standing. In short, I believe it possible to develop and administer a set of criteria under which advanced, or high quality programs, could be distinguished from ordinary programs.

Once such programs were identified, Federal Title I money would flow to the institutions housing them in proportion to their number of student contact hours. If, for example, a given regional occupational center had 10 percent of the statewide total of student contact hours in advanced programs, it would get 10 percent of Title I funds. Weighting of contact hours should be optional, in my opinion, on the part of the states. Weighting should be confined, in any case, to instances where data are available by local district. Examples are local fiscal capacity and AFDC count. States that possessed the appropriate analytical capacity might wish to include weights to recognize differences in necessary costs by program.

The main state administrative activity under Title I is to certify and monitor programs of quality in vocational education. Otherwise, Title I would be largely self-administered. It would provide an incentive for program administrators to raise standards of quality.

Title II

This title is to improve access for groups that have been traditionally underserved in vocational education. I would define the underserved to include the following persons: economically and academically disadvantaged, handicapped, limited-English speaking, persons who seek work that is unconventional for their sex, displaced homemakers, displaced workers, and single heads of household.

Title II funds would flow to the institutions that contain advanced programs under two criteria:

At the secondary and adult level, in proportion to completions of members of the underserved groups in advanced programs, relative to statewide totals of completions of the underserved in advanced programs;

At the post-secondary level, in proportion to enrollments of the underserved groups in advanced programs, relative to statewide total enrollments of the underserved in advanced programs.

There would be one qualification to the above distribution. To determine allocations for improving sex equity, each state would identify each year those advanced programs in which the enrollment of men and women exceeded 65 percent of total enrollments. Local institutions would them earn additional allocations per student for every male student enrolled in advanced programs that were traditionally female and for every female student enrolled in advanced programs that were traditionally male.

Assuming a reasonable relationship between appropriations for Titles I and II, the per student awards under Title II would be considerably greater than under Title I.

This would create an incentive of some power to take whatever steps are necessary to enroll members of the underserved groups in advanced vocational programs. The steps would include the provision of remedial programs in basic subject where needed. By encouraging enrollment of the underserved in advanced programs, the Federal government would be taking strong action to improve the job prospects for persons who normally face some difficulty in entering the mainstream economy.

Title III

In certain cases, however, the incentives of Title II may be insufficient. I refer to cases where underserved groups lack access in the geographic sense to high quality vocational programs. Within a reasonable commuting area, there may be no training facilities at all, or none that meets modern standards of laboratories and equipment. This kind of lack of capital may lie beyond the apparent capacity of state and local governments to fill, and it may blunt the effectiveness of Title II distribution.

Therefore, I would propose in Title III that the Federal government and the states enter a 75-25 percent partnership to issue bonds in support of vocational facility construction and equipment (or re-equipment). A Federal appropriation of $300 million annually could yield an investment of some $2.5 billion.

No funds, except administrative, should be spent under Title III in the first year of the Act. Rather, each state should be called upon to make a thorough survey of the conditions of physical access of underserved groups to advanced training programs. The survey should allow for public participation, and it should document all instances where physical access to a range of advanced programs in vocational education was not reasonably available to members of underserved groups in both urban and rural areas.

Upon completion of the survey, each state should prepare a comprehensive project application for Title III funds, under which the state presented a strategic plan to reduce denial of physical access for underserved groups to the maximum feasible extent, relative to the state's allotment under under Title III. Once approved under a process of Federal review, the projects in the plan could go forward as the Federal and state bonds were issued.

Here are some additional observations. It is important to attain a reasonable degree of coordination between offerings in advanced programs of vocational education and the training activities conducted under the Jobs Partnership Training Act. I suggest that the Private Industry Councils (PIC's) be charged with sign-off responsibilities with regard to designation of vocational education programs as "advanced." The PIC's would be expected to approve a set of performance standards and skills competencies as being of a high standard; the PIC's should also certify that there is an occupational demand for graduates of any particular advanced program. Procedures should be established for appeal to the State Board of Vocational Education.

It further seems appropriate to me that a portion of Federal money appropriated under the Act should be put to the purpose of helping instructors in advanced programs of vocational education understand how to teach and work with handicapped persons.

This outline of Federal involvement in vocational education stresses simplicity and consistency. It seeks to strengthen the incentives of state and local authorities to operate high quality programs and to make these programs available in an equitable manner to the groups in the country that need training for work.

H.R. 4164

I would now like to make a few comments about the vocational education bill that is before this House: H.R. 4164. The Bill says a great deal about how Federal money may be spent but rather little about how Federal money is to be earned by local agencies—and where something is said about earning Federal funds (Part E), I respectively submit that the distribution mechnism is perverse.

In vocational education, Federal dollars are scarce and they are also highly symbolic. State administrators are subject to political pressures to give some of the scarce, symbolic Federal money to all local claimants, regardless of whether any particular local claimant has enough money already from state and local sources to meet his needs fully. Is is necessary that the Federal government back up state administrators when they seek to do right things, namely, to use scarce Federal money to strengthen high quality programs, to increase the number and size of programs of high quality, and to assure access to high quality programs for members of underserved populations.

Part A of H.R. 4164, claiming the largest authorization ($725 million in fiscal 1985) provides 32 (not 22) different ways that Federal vocational funds may be spent. It is almost inconceivable that any school district or community college that was maintaining a VEA program under the 1976 legislation could not qualify for one or more of these 32 uses in H.R. 4164. Yet, it is only in the earning of Federal funds in incentives exist to influence local behaviors. If all local authorities expect that they can get a piece of the action, why should any local authority exert itself to exceed standards in the most poorly run programs to be found in the state?

In Part E of H.R. 4164, there is a different kind of problem, albeit a very serious one. Part E money is to serve youth with special needs. The intra-state distribution machanism provides funds on the basis of the share of youth with special needs being served, or intended to be served, in a given local agency as compared with the statewide total of such youth. A local agency, thus, gets more money as it enrolls, or promises to enroll, more youth with special needs in its training programs, This procedure is guaranteed to insure that the Part E money will be spread very thinly over the special populations. It is extremely doubtful if local agencies would find it worthwhile to make the extra effort to enroll such students in training programs of high quality. But because of the difficulties such youth face when they seek to enter the mainstream economy, anything less than graduation from a high quality program is likely to be unavailing.

The authors of H.R. 4164 may state that these problems I have just raised will be taken care of by the state planning mechanisms. I submit that the whole history of vocational education in the United States would deny that contention.

H.R. 4164 could be amended to provide proper arrangements for the intra-state distribution of Federal vocational funds. For example, Part A funds could be paid to institutions that provide one or more advanced programs on the basis of student contact hours in advance programs relative to statewide total of contact hours in advanced programs. This would offer an incentive to institutions to improve the quality of vocational education, and the most fruitful focus of financial incentives in American education is at the institutional level, not at the level of state of district.

Part E funds could be distributed on the basis of student completions and enrollments in advanced programs, counting now only students who are members of underserved populations. This would provide an incentive at the institutional level to grant access to high quality training for special populations. Alternatively, the procedures just outlined could be combined in a weighted student distribution formula covering both Parts A and E.

In conclusion, I strongly urge the Subcommittee to proceed deliberately and to fashion a new kind of vocational education legislation that would emphasize positive incentives at the institutional level to earn Federal grants, but that would allow—as in H.R. 4164—a reasonable degree of discretion about how the money is to be spent.

Mr. GOODLING. Dr. Palmer.

[The prepared statement of Dr. Charles E. Palmer follows:]

PREPARED STATEMENT OF DR. CHARLES E. PALMER, CHAIRMAN OF THE BOARD, STRAYER COLLEGE, INC., WASHINGTON, D.C.

Mr. Chairman. Members of the Subcommittee on Elementary, Secondary and Vocational Education. My name is Charles E. Palmer, Chairman of the Board of Strayer College Inc. As Chairman of the Board of Directors of the Association of Independent Colleges and Schools (AICS), I appreciate the opportunity to represent AICS regarding H.R. 4164, the Vocational-Technical Education Act of 1983, and reauthorization of the Vocational Education Act (VEA) in general, particularly as it relates to participation of students attending private postsecondary vocational institutions in the VEA program. Accompanying me is Stephen B. Friedheim, President of AICS.

The Association of Independent Colleges and Schools is an association of 581 diverse schools and colleges specializing in business, plus another 210 branch campuses. Our institutions range from business or specialized schools offering training of up to one year in length, to junior and senior colleges offering recognized associate and bacculaureate degrees. There are an estimated 450,000 students enrolled in these institutions representing a broad range of income and racial backgrounds. Approximately 90 percent of the AICS-accredited institutions are taxpaying business corporations.

Strayer College, Inc. is the owner of Strayer College, with Washington, D.C. and Arlington, Virginia campuses, a regionally (Middle States Association of Colleges and Schools) and nationally (AICS) accredited four-year proprietary college established in 1904 and authorized to confer baccalaureate and associate degrees, and of Strayer Business College, Baltimore, Maryland, a nationally (AICS) accredited two-year college established in 1892 and authorized to award diplomas and certificates.

From 1949 to 1968, I was the owner and president of eight proprietary independent business colleges and junior colleges. From 1954 to 1972, I was President of Palmer College, a regionally and nationally accredited non-profit junior college with two campuses. Between 1972 and 1976, I served as Executive Director of the State Board for Technical and Comprehensive Education in South Carolina. As the chief executive officer of the South Carolina Technical Education System, I had responsibility for 16 state-supported comprehensive two-year colleges enrolling in excess of 125,000 students annually. From 1976 to 1979, I serve as Chancellor of the Jones College System, a group of 14 private nonprofit nationally accredited junior and senior colleges. I relate my prior experience in order to indicate that I have been involved in private and nonprofit, public, and proprietary education throughout my lifetime and believe that I am able to assess the strengths and weaknesses of each sector of postsecondary vocational education.

PRIVATE POSTSECONDARY EDUCATION'S IMPACT ON VOCATIONAL EDUCATION

According to the Digest of Education Statistics (1981) published by the U.S. Department of Education, there are currently over 6,700 private postsecondary institutions, both nonprofit and proprietary, in the United States offering vocational education programs. The primary purpose of these institutions is to train and retrain workers in order to provide skills for today's job market. As in the past, the majority of the proprietary school students are recent high school graduates. However, ever increasing numbers of them are displaced workers whose positions or entire occupations have been eliminated, housewives who are reentering the job market after a number of years at home, still-employed persons who fear that their job skills rapidly are becoming obsolete, and college graduates who cannot find jobs in their economic career fields.

Unlike public vocational systems and institutions, the private institutions receive no direct state or federal financial support. They exist and progress almost totally on the basis of the tuition that they charge to their students. Therefore, to be successful they must do an excellent job of that training and placement upon graduation.

Responsiveness to changes in technology and job needs in the market-place is not only an objective; it is a matter of survival to the private institution. Our institutions can be responsive to the demands in the marketplace because they are unencumbered by large bureaucracies and can change curricula, as necessary, very quickly. In order for private vocational institutions to remain competitive with the lower-priced public institutions, the private institutions provide intensive training for skills development. Generally, these institutions also provide a great deal of flexibility in class scheduling. Course offerings in computers, word processing and electronics reflect the most current technology for the business environment.

Another reason that private institutions can successfully compete with the public institutions is the placement success (over 80 percent) for its graduates. Private institutions realize that if they are unable to place their graduates, they will be unable to recruit new students. As an example, at Strayer College we have a pre-graduation program which includes training in resume writing, interview techniques, dress, conduct and decorum for the interview and for the business office. Also, the private institution tends to follow-up and provide upward mobility assistance to its graduates by tracking them even after they have been placed in a new job. For example, at Strayer we have a professional placement service which is available to all graduates without charge throughout their careers.

I present this background because it is important for Congress to recognize the contribution that private education is making in the United States without any direct subsidies. In spite of the many successes of these institutions, very few of the 6,700+ private postsecondary vocational institutions participate in the Vocational Education Act programs. In fact, there are very few four-year postsecondary institutions which participate in the programs, even though some of them now provide limited vocational education programs. We urge the Congress to review the reasons for this nonparticipation and to make changes to the VEA to rectify the problem. Our specific concerns regarding this problem are discussed in the remainder of the testimony.

Assessment of H.R. 4164 and current law; recommendations for revisions

We commend the sponsors of H.R. 4164 for proposing changes to current law which AICS believes will imporve vocational education nationwide. These changes include: requiring a closer relationship between business and vocational education through coordination with Job Training Partnership Act (JTPA) programs; increasing the postsecondary set-aside to 30 percent; specifically acknowledging the possibility of a representative to the state advisory council on vocational-technical education from private nonprofit and proprietary institutions; and increasing the emphasis for youths with special needs and adult training and retraining.

However, in spite of these positive proposals, a proposed definition change in H.R. 4164 to include only "public" institutions would all but eliminate any opportunity for students attending private postsecondary institutions, both proprietary and independent nonprofit, from participating in the VEA programs. Also, H.R. 4164 would perpetuate the "sole state agency" requirement and, thereby, perpetuate the secondary vocational program bias that exists in current law.

The "sole state agency" needs revision or elimination

The current Vocational Education Act statute and H.R. 4164 gives to the "sole state agency" complete discretion on how funds will be allocated. In at least 34 states, this sole state agency is also the agency with primary responsibility for elementary and secondary education. Almost all states administer postsecondary education through a separate board or boards. We believe that in many states the elementary and secondary boards or the vocational education staffs do not fully understand the needs and problems of postsecondary vocational training. These agencies are much more inclined to concentrate on secondary vocational training. However, most of the changes affecting technology and responsiveness to the labor market have occured at the postsecondary level.

Given the responsibility of the state board to coordinate the development of policy, including the five-year state plan, and to consult with the state advisory council on vocational education, it is essential that the perspective of postsecondary vocational (occupational) education be given greater consideration in the planning process. We feel that the states should be given greater flexibility, including the option to administer postsecondary VEA funds through a different board or boards. We believe that senior legislative and executive branch officials, including state higher education agencies, would welcome that flexibility.

The state planning process should also be modified to ensure adequate input from private postsecondary vocational institutions. The current law includes a rather sophisticated planning process in which input is solicited from most interested parties at all levels. The state and local advisory councils are required by law to have representatives from almost every area of postsecondary education. The five-year state plan must involve the active participation of almost all sectors of vocational education The National Advisory Council on Vocational Education includes representatives of most groups involved in or having an interest in vocational education under the VEA. We commend the sponsors of H.R. 4164 for specifically recognizing the possibility of appointing representatives of the independent and proprietary sectors to the state advisory councils on vocational-technical education.

Increase the set-aside for postsecondary vocational education to 40 percent

The current law requires that 15 percent of basic grant funds and 15 percent of program improvement/support services funds be spent by the states for students enrolled in a postsecondary vocational program. To be counted as a postsecondary student for the purposes of the set-aside, a person must be enrolled in a course of study which will result in an associate or other degree or be an adult who has been or is now in the labor market. Together, these two postsecondary education populations equal approximately 39 percent of the total vocational education enrollment.

As noted before, vocational programs in most private institutions are excluded from coverage in the state plans for vocational education. Almost 90 percent of vocational students at public two-year institutions are enrolled in programs which are included in the state plan, while only 5 percent of enrollments in two-year vocational programs at four-year institutions are included in state plans. Virtually all proprietary institutional enrollments are excluded because their programs are not covered by the state plan.

We commend the sponsors of H.R. 4164 for increasing the postsecondary set-aside to 30 percent. We urge the Congress to increase the set-aside still further to 40 percent. This would more accurately reflect the current postsecondary student participation in vocational education programs and the trend to increased participation in these programs nationwide.

Make independent institutions, both proprietary and nonprofit, "eligible recipients" under the law

The current law and H.R. 4164 allow participation by proprietary institutions only through a contract with the administering agency. The VEA law excludes proprietary institutions as eligible recipients by limiting eligibility to "nonprofit institutions." H.R. 4164 would restrict eligibility to all proprietary *and* independent nonprofit institutions by limiting eligibility to "public institutions" only.

It is very difficult for us to believe that Congress would intentially exclude students participating in the excellent vocational programs at the 6700+ private (proprietary and independent nonprofit) institutions in the United States. Therefore, we strongly urge Congress to use the common definition of postsecondary educational institution by deleting the word "nonprofit" from the current law definition and "public" from the H.R. 4164 definition. This would permit and encourage eligibility and participation for all vocational education programs (certificate; associate or baccalaureate degree) at all institutions public, private nonprofit and proprietary.

Provide more accountability for funds use

Corollary issues which involve the exclusion of proprietary institutions include the treatment of performance requirements by the recipients of VEA funds and the review of existing voc-ed capabilities before using VEA funds to establish new programs or facilities.

We firmly believe that Congress should hold recipients of VEA funds to high performance standards. Congress should ensure that any institution using VEA funds should demonstrate the needs for those funds and the ability to provide the training necessary. Moreover, it is essential that some indication be given of the degree to which those students are placed once they receive the training. Given the placement statistics presented earlier, it is our opinion that private vocational education does a better job of training students and finding them jobs than does public education.

We also encourage Congress to make very clear that VEA funds should not be used for the construction of new buildings or the purchase of new equipment where existing facilities and equipment is the immediate area are already available. Funds for vocational education, both from federal and state sources, are extremely limited. It would be unfortunate if those finite funds would be used for duplicative programs, equipment or facilities.

CONCLUSION

Thank you for allowing AICS to present its recommendations regarding the VEA reauthorization. Your leadership, Mr. Chairman, and the leadership of this Committee is essential to the continued success of the vocational education programs. We firmly believe that private vocational education should be an active and equal participant in that vocational education delivery system. Nationwide, proprietary institutions and other independent institutions are providing excellent training for postsecondary students to meet the demands of the new and ever-changing job market. We do not ask for secial treatment or a specific set-aside. We only ask that our institutions be allowed compete on an equal basis for VEA funds with other providers of vocational education.

In order to compete equitably, we urge you to expand the definition of "postsecondary educational institution", increase the postsecondary set-aside to 40 percent, allow each state to determine which agency administers the VEA funds, and allow vocational programs at all academic levels to be eligible for VEA funding.

STATEMENT OF DR. CHARLES E. PALMER, CHAIRMAN OF THE BOARD, STRAYER COLLEGE, INC., CHAIRMAN OF THE BOARD, ASSOCIATION OF INDEPENDENT COLLEGES AND SCHOOLS, ACCOMPANIED BY STEPHEN FRIEDHEIM, PRESIDENT, ASSOCIATION OF INDEPENDENT COLLEGES AND SCHOOLS.

Dr. **Palmer**. Mr. Chairman and members of the Subcommittee on Elementary, Secondary, and Vocational Education, my names is Charles E. Palmer. I am chairman of the board of Strayer College, Inc.

I have a written statement which I would request be admitted into the record, Mr. Chairman.

Mr. GOODLING. I have no objection.

Dr. PALMER. Thank you, Mr. Chairman.

I also serve as chairman of the board of directors of the Association of Independent Colleges and Schools, which is known popularly as AICS. I appreciate very much the opportunity to represent AICS regarding H.R. 4164, the Vocational-Technical Education Act of 1983 and reauthorization of the Vocational Education Act, in general, particularly as it relates to participation of students attending postsecondary, vocational institutions in the vocational education programs.

Accompanying me today is Stephen B. Friedheim, president of AICS. He is in the audience as he was unable to be at the table.

The Association of Independent Colleges and Schools is an association of 581, as of today, diverse schools and colleges specializing in business, plus another 210 branch campuses—complete, freestanding branch campuses of those institutions. Our institutions range from business or specialized schools offering training of up to 1 year in length to junior and senior colleges offering recognized associate and baccalaureat degrees.

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From 1948 to 1968, Mr. Chairman, I was the owner and president of eight proprietary, independent business schools and colleges—junior colleges—and from 1954 to 1972, I was president of Palmer College, a regionally and nationally accredited, nonprofit junior college, general purpose, with two campuses.

Between 1972 and 1976 I had the privilege of serving as executive director of the State board for technical and comprehensive education in South Carolina. In that position I had the total executive responsibility for 16 State-supported, comprehensive, 2-year colleges, enrolling in excess of 125,000 students annually.

From 1976 to 1979 I served as chancellor of a group of 14, private, nonprofit, nationally accredited, junior and senior colleges. I have been involved in private, nonprofit, public, proprietary education throughout my lifetime and I recite this, Mr. Chairman, because I believe this broad, comprehensive background enables me to assess the strengths and weaknesses of each sector of postsecondary, vocational education.

There are currently over 6,700 private, postsecondary institutions, both nonprofit and proprietary in the United States offering the areas referred to as vocational and technical education programs. We prefer to refer to them as occupational programs.

The primary purpose of these institutions is to train and retrain workers in order to provide skills for today's job market. Unlike public vocational systems and institutions the private institutions receive no direct State or Federal financial support. In keeping with the testimony provided by the three Members of Congress earlier today, I would like to point out that these institutions provide their own funding; they provide their own facilities; they provide their own equipment. They are taxpayers, by and large, rather than tax consumers, if you would permit that distinction.

They can expand, as needed, providing those resources come from private sources rather than calling on public resources for which there are so many other needs. Congressman Wyden referred to a partnership and I suggest to you a partnership of public and private education is very badly needed at this particular time.

I would like to point out one characteristic of these institutions is that, to be successful they must do an excellent job of training and placement upon graduation. Responsiveness to changes in technology and job needs is a matter of survival to the private institution. Our institutions can be responsive to the demands in the marketplace because they are unincumbered by large bureau bureaucracies and can change curricula, as necessary, with our changing technologies and our changing economy very, very quickly. These institutions provide a great deal of flexibility in class scheduling. We feel very strongly that the time to get someone into an educational setting is when they are ready and when there is a need and they do not have to wait for extended periods of time to follow the normal routine—annual types of beginning dates which other institutions need to follow.

Another reason that private institutions can successfully compete with the public institutions is the placement success of over 80 percent for its graduates. They simply realize that if they are unable to place the graduates, they will be unable to recruit new students. It's just that simple. It's just that important.

The private institutions tend to follow up and provide upward mobility assistance to its graduates by tracking them even after they have been placed in a new job.

Mr. Chairman, very few of the 6,700-plus, private, postsecondary vocational institutions participate in the Vocational Education Act programs. AICS has made an assessment of H.R. 4164 and the current law and we have some recommendations for revisions.

We commend the sponsors of H.R. 4164 for proposing changes to current law, which AICS believes will improve vocational education nationwide. I would like to point out that the general public, in my opinion, relates vocational education to secondary education. We consider technical education perhaps to be more directly related to postsecondary education. Occupational education probably covers both, but is more directly related to the more adult population.

In spite of the positive proposals contained in H.R. 4164 a proposed definition change to include only public institutions would all but eliminate any opportunity for students attending private, postsecondary institutions, both proprietary and independent nonprofit, just simply would not be eligible to participate.

Also H.R. 4164 would perpetuate the sole State agency requirement and thereby perpetuate the secondary vocational program bias that exists in the current law.

We suggest, most respectfully, Mr. Chairman, that the sole State agency concept needs revision or elimination. The current Vocational Education Act statute and H.R. 4164 gives to the sole State agency complete discretion on how funds will be allocated. In many States, the majority of them, the elementary and secondary boards or the vocational education staffs do not fully understand the needs and problems of postsecondary vocational or occupational training. These agencies are much more inclined to concentrate on secondary vocational training to the almost virtual exclusion of the need for the adults—for the retraining or other aspects of occupational training, which is absolutely directly related to the purpose of this act.

It is essential, in our opinion, that the perspective of postsecondary vocational education be given greater consideration in the planning process. We feel that the states should be given greater flexibility, including the option to administer postsecondary vocational education funds through a different board or boards.

We commend the sponsors of H.R. 4164 for specifically recognizing the possibility—making it possible, in other words—to appoint representatives of the independent and proprietary sectors to the State advisory councils on vocational and technical education.

The AICS also recommends, Mr. Chairman, an increase in the set-aside for postsecondary, vocational education to 40 percent. The current law requires that 15 percent of basic grant funds and 15 percent of program improvement and support funds or services funds be spent by the States for students enrolled in a postsecondary, vocational program. That total is 15 percent under the present. The two, however, postsecondary education populations equal approximately 39 percent of the total vocational education enrollment and on this basis we suggest that it should be a 40-percent set-aside rather than a 15-percent set-aside.

Mr. Chairman, virtually all proprietary institution enrollments are excluded from the vocational education programs because those programs and the proprietary and independent, nonprofit institutions are not covered by the State plans.

We commend the sponsors of H.R. 4164 for increasing the postsecondary set-aside to 30 percent, but we also encourage—urge Congress to increase the set-aside still further to the 40 percent, which I have previously mentioned. This would more accurately reflect the current postsecondary student participation in vocational education programs and the trend to increased participation in this type of program—I am talking about postsecondary programs—nationwide.

A very significant and important recommendation also is that we urge Congress to make independent institutions both proprietary and nonprofit, eligible recipients under the law. The current law and H.R. 4164 allow participation by proprietary institutions only through a contract with the administering agency. The vocational education law excludes proprietary institutions as eligible recipients by limiting eligibility to nonprofit institutions. H.R. 4164 would restrict eligibility to all proprietary and independent nonprofit institutions by limiting eligibility to public institutions only. In both cases the end result is the same—proprietary, independent, nonprofit institutions cannot participate; they are simply not eligible recipients and we think this is not only grossly inequitable, but we feel that a tremendous resource available in this country for postsecondary education is not being utilized, it is being excluded with no consideration whatsoever.

It is very difficult for us to believe that Congress would intentionally exclude students to participate in the excellent vocational educational programs at the 6,700-plus private institutions in the United States. Therefore, Mr. Chairman, we strongly urge Congress to use the common definition of postsecondary educational institution by deleting the words nonprofit from the current law and public from H.R. 4164. This would permit and encourage eligibility and participation for all vocational education programs—certificate, associate or baccalaureate degree—and there are a lot more of these programs at the 4-year level now than there used to be and they are needed at the 4-year level—at all institutions, whether they be public, private nonprofit, or proprietary.

We also recommend that there be more accountability required for the use of these funds. We firmly believe that Congress should hold recipients of VA funds to high performance standards. Congress should insure that any institution using vocational education funds should demonstrate the needs for those funds and the ability to provide the training necessary.

Moreover, it is essential that some indication be given of the degree to which these students are placed in gainful employment once they receive the training. We also encourage Congress to make very clear that VEA funds should not be used for the construction of new buildings or the purchase of new equipment where existing facilities and equipment in the immediate area are already available. There should be no duplication wherever the facilities and the equipment are in the community.

It would be very unfortunate if these finite funds would be used for duplication of programs, equipment, or facilities. We cannot afford to have that kind of unnecessary duplication.

In conclusion, Mr. Chairman, I would like to thank you for allowing AICS to present its recommendations regarding the VEA reauthorization. The leadership of this committee is essential to the continued success of the vocational education programs.

We firmly believe that private vocational-technical education should be an active and equal participant in that vocational education delivery system. We recognize its importance. We feel that private vocational education should be an essential part of it. Nationwide proprietary institutions and other independent institutions are providing excellent training for postsecondary students to meet the demands of the new and ever-changing job market.

In fact, Mr. Chairman, we feel that quite often private institutions are on the cutting edge because, by their nature, they are able to react using their own funds, their own financing, their own leadership abilities to react more quickly than can a public institution which has a bureaucratic environment through which they must work and rightfully so, but it does provide the opportunity, and many times, more effective approach.

We only ask—the AICS only asks—that our institutions be allowed to compete for VEA funds on an equal basis with other providers of vocational and technical education. In order to compete equitably, we ask you to expand the definition of postsecondary educational institution, increase the postsecondary set-aside to 40 percent, allow each State to determine which agency administers the vocational education funds and allow vocational programs at all levels—secondary and postsecondary, high school, 2-year college, 4-year college—to be eligible for VEA funding.

Mr. Chairman, I respectfully submit that the private sector of education is one of this Nation's greatest resources and largely unused. We urge admittance into partnership of our independent, private educational institutions and systems for the benefit of our Nation and its citizens.

I thank you for the opportunity to testify today.

Mr. GOODLING. Were either you or a representative from your group working with the groups who have been trying to put this legislation together?

Dr. PALMER. Yes, sir, we have been.

Mr. GOODLING. Ms. Mayor.

[The prepared statement of Marie Mayor follows:]

PREPARED STATEMENT OF MARIE MAYOR, CHAIRPERSON, LEGISLATIVE COMMITTEE, VOCATIONAL EDUCATION EQUITY COUNCIL

Good morning. Thank you for the opportunity to present testimony at the hearings on H.R. 4164, "The Vocational Technical Education Act of 1983." My name is Marie Mayor. I have been a state sex equity coordinator for six years and am speaking today on behalf of the Vocational Education Equity Council, the professional organization representing full-time sex equity coordinators, vocational civil rights personnel and other vocational educators throughout the United States.

The Council's priority in vocational education is similar to the Act. Members of the Council are interested in providing male and female students equal opportunity to prepare for occupations outside and inside the home.

The Council appreciates the committee's past interest and attention to the federal role in providing services for women and men who are seeking employment training in vocational-technical education, especially women and men enrolled in programs non-traditional for their sex. The American Vocational Association has brought to the attention of Congress issues to be addressed if women and men are to experience equal opportunity in America's educational institutions.

The American Vocational Association has also informed vocational educators throughout the country of the progress seen during the last six years in improving opportunities for female and male, minority and disabled students.

The Council would like to use as a preamble for our testimony today a quote from Dr. Henry David given before this Committee when he discussed the National Institute of Education Study on Vocational Education. Dr. David was responding to a question posed by Chairman Perkins.

Chairman PERKINS. If you had to make one recommendation on where you think vocational education ought to be going in the next 20 years, what would that recommendation be?

Dr. DAVID. ". . . Mr. Chairman, I would have vocational education, together with other parts of our huge educational enterprise, concern itself with the provision of opportunities for those who lack them. So I would place the emphasis upon the broadening of the notion of equality of opportunity, which I regard as a central theme for the development of American education almost from the founding of the Republic." [1]

The NIE Study of Vocational Education on which Dr. David was reporting cost three million dollars to complete. The Council agrees with Dr. David's comments and feels that equal educational opportunity is the strongest role of the federal government in education. The Council hopes the Congress will continue to fund educational equity as a priority of the federal role in vocational technical education.

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[1] Hearings on reauthorization of the Vocational Education Act of 1963. Part 5: National Institute of Education Study. Wednesday, October 21, 1981. House of Representatives, Subcommittee on Elementary, Secondary, and Vocational Education, Committee on Education and Labor, Washington, D.C.

The Council would like to make the following technical recommendations to ensure the intent of Congress is clear when the regulations are written to implement H.R. 4164.

SECTION 401 (C) (1) STATE ADMINISTRATIVE RESPONSIBILITIES

The present language of H.R. 4164 leaves open the possibility of a state assigning full time personnel responsibility for vocational equity and other unrelated duties. We have seen this happen many times during the past 8 years in regard to Title IX. The history of the implementation of Title IX includes the fact that even though local and state agencies are required to appoint Title IX coordinators in each agency, the usual practice is to assign many other duties unrelated to sex equity to the coordinator. Therefore Title IX responsibilities often do not receive the attention that they deserve. It would be a retreat from the 1976 Vocational Education Amendments to allow this to occur. The Council recommends that the Committee rewrite Section 402(c)(1) as follows:

"Any State desiring to participate in the programs authorized by this Act shall assign at least one individual to work full-time to assist the State board to fulfill the purposes of this Act by— . . .".

The Stanford Research Institute reported in 1978 that adolescent pregnancy and parenthood costs the American taxpayer $8.3 billion each year. And, the younger a mother is when she has her first child, the more likely she is to live in poverty.

To meet the needs of women in these groups and disadvantaged women the Council recommends that programs for displaced homemakers, single heads of households, disabled women, older women, and teenage parents be mandatory not optional.

SECTION 402 STATE ADVISORY COUNCIL ON VOCATIONAL-TECHNICAL EDUCATION

State Advisory Councils have offered strong support to vocational educators serving special needs populations, minorities, and women. To better ensure this support the Council recommends retaining the composition requirements for Council membership.

SECTION 301 VOCATIONAL EDUCATION DATA SYSTEM

Accurate data analysis drives accountability, impact evaluation, and planning. The Council recommends that data collection requirements mandate enrollment data by sex within race and disability to ensure that data will be available to assess the status of female and male students, particularly minority and/or disabled female students.

SECTION 304 NATIONAL CENTER FOR RESEARCH IN VOCATIONAL EDUCATION

The Council recommends the inclusion of sex equity as an issue to be addressed by the National Center for Research in Vocational Education. The Center should identify strategies to promote equal access to vocational education and employment training programs.

To prevent future misinterpretation the Council also recommends that Section 401(c)(2) be changed from ". . . each State shall reserve not less then $50,000 in each fiscal year" to "each State shall expend not less than $50,000 in each fiscal year".

SECTION 432 (a) WITHHOLDING OF FUNDS; JUDICIAL REVIEW

Perhaps the most serious technicality within H.R. 4164 is in Section 432(a). The Council recommends that the language be changed to prohibit states from returning the $50,000 vocational sex equity funds and, thus, be able to avoid the responsibility of providing sex equity programs as Section 401(c) requires. Section 432(a) as presently written would also permit a state to return to the federal government monies for programs serving the handicapped and/or disadvantaged and still continue to receive monies for other vocational programs in the Act. Likewise, it appears that a state not supporting the State Advisory Council could return monies set aside for the SACVE and continue to receive monies for other vocational activities.

SECTION 242 (b) AUTHORIZATION OF GRANTS AND USES OF FUNDS

Educational and employment equity are crucial issues for disabled persons. It is clear that the need for support of vocational programs is especially crucial for disabled women, particularly disabled minority women. Disabled women suffer from the worst effects of cumulative and complex discrimination. Minority disabled women now earn 12 cents for each dollar non-disabled white men earn and their unemployment rate is almost 90 percent. Therefore the Council recommends that H.R. 4164 include strategies to better serve women and girls with disabilities.

In conclusion I would like to urge the Committee to continue to promote the status of female and male students in vocational programs non-traditional for their sex. We particularly urge the Committee to initiate legislation designed to increase the participation of women, minority, and/or disabled students in high technology and scientific programs in vocational education and other education programs.

The Vocational Education Equity Council appreciates the opportunity to bring these concerns to the attention of the Committee today. I would be pleased to respond to any specific questions. Thank you very much.

STATEMENT OF MARIE MAYOR, CHAIR, LEGISLATIVE COMMITTEE, VOCATIONAL EDUCATION EQUITY COUNCIL AND SEX EQUITY COORDINATOR, MARYLAND STATE DEPARTMENT OF EDUCATION

Ms. Mayor. Good morning, Mr. Chairman. Thank you for the opportunity to present testimony at the hearings on H.R. 4164. My name is Marie Mayor. I have been a State sex equity coordinator for 6 years and that's the length of the 94-482 legislation. I am speaking today on behalf of the Vocational Education Equity Council, the professional organization representing full-time sex equity coordinators, vocational civil rights personnel, and other vocational educators throughout the United States.

The council's priority in vocational education is similar to the priorities that are in parts of the act. Members of the council are interested in providing male and female students equal opportunity to prepare for occupations outside and inside the home. The council appreciates the committee's past interest and attention to the Federal role in providing services for women and men who were seeking employment training in vocational-technical education, especially women and men enrolled in programs nontraditional for their sex.

The American Vocational Association has brought to the attention of Congress issues that need to be addressed if women and men are to experience equal opportunity in America's educational institutions. The American Vocational Association has also informed vocational educators throughout the country of the progress that has been made during the last 6 years in improving opportunities for female and male students, handicapped students, and minority students.

It has been a pleasure to listen to the testimony on H.R. 4164 and to hear the support of many groups across the United States who support continued efforts to promote sex equity in vocational education.

The council would like to use as a preamble for our testimony today a quote from Dr. Henry David given before this committee when he discussed the National Institute of Education's study on vocational education. Dr. David was responding to a question posed by Chairman Perkins.

Chairman Perkins question:

> If you had to make one recommendation on where you think vocational education ought to be going in the next 20 years, what would that recommendation be?

And Dr. David's response:

> Mr. Chairman, I would have vocational education together with other parts of our huge educational enterprise concern itself with the provision of opportunities for those who lack them. So I would place the emphasis upon the broadening of the notion of equality of opportunity which I regard as a central theme for the development of the American education almost from the founding of our republic.

The NIE study of vocational education on which Dr. David was reporting cost $3 million to complete. The council agrees with Dr. David's comments and feels that equal educational opportunity is the strongest role of the Federal Government in education. The council hopes that the Congress will continue to fund educational equity as a priority of the Federal role in vocational-technical education.

The council would like to make the following technical recommendations to insure that the intent of Congress is clear when the regulations for H.R. 4164 are written.

Section 401(c)(1), State administrative responsibilities. The present language of H.R. 4164 leaves open the possibility of a State assigning full-time personnel responsibility for vocational equity and other unrelated duties. We have seen this happen during the past 8 years in regard to title IX. The history of the implementation of title IX includes the fact that even though a local and State agency is required to appoint a title IX coordinator the usual practice by these agencies is to assign many other duties to the coordinator and many of those duties are not related to sex equity.

Therefore, title IX responsibilities often do not receive the attention that they deserve. It would be a retreat from the 1976 Vocational Education amendments to allow this to occur in vocational education. The council recommends that the committee rewrite section 401(c)(1) as follows:

> Any state desiring to participate in the programs authorized by this act shall assign at least one individual to work full-time to assist the state board to fulfill the purposes of this act.

To prevent further misinterpretations the council also recommends that section 401(c)(2) be changed from, quote, "Each state shall reserve not less than $50,000 in each fiscal year," to, quote, "Each state shall expend not less than $50,000 in each fiscal year," unquote.

Section 432(a), withholding of funds.

Mr. GOODLING. Would you include the word wisely?

Ms. MAYOR. I am sorry. I didn't hear the question.

Mr. GOODLING. Would you include the word wisely?

Ms. MAYOR. Yes, very, very wisely. [Laughter.]

Mr. GOODLING. Perhaps the most serious technicality within H.R. 4164 is in section 432(a). The council recommends that the language be changed to prohibit a State from returning the $50,000 sex equity set-aside and thus be able to avoid the responsibility of providing sex equity programs, as section 401(c) requires.

Section 432(a), as presently written, would also permit, it appears, a State to return to the Federal Government moneys for programs serving the handicapped or disadvantaged and still continue to receive moneys for other vocational programs in the act. Likewise, it appears that a State not supporting the State advisory council could return moneys set aside for the SACVE and continue to receive moneys for other vocational activities.

Section 242(b), authorization of grants and uses of funds. Educational and employment equity are crucial issues for disabled persons. It's clear that the need for support of vocational programs is especially important for disabled women, particularly disabled minority women. Disabled women suffer from some of the worst effects of cumulative and complex discrimination. Minority disabled women now earn 12 cents for each dollar that a nondisabled white man earns and their unemployment rate is almost 90 percent.

Therefore, the council recommends that H.R. 4164 include strategies to better serve women and girls with disabilities.

The Stanford Research Institute in 1978 reported that adolescent pregnancy and parenthood cost the American taxpayers $8.3 billion each year and the younger a mother is when she has her first child, the more likely she is to live in poverty. To meet the needs of these women and other groups of disadvantaged groups, the Vocational Education Equity Council recommends that programs for displaced homemakers, single heads of households, disabled women, older women and teenage parents be mandatory, not optional.

Section 402, the State Advisory Council on Vocational-Technical Education. State Advisory Councils have offered strong support to vocational educators throughout the country who are serving special needs populations, minorities and women. To better insure this support, the council recommends retaining the composition requirements for Council membership.

Section 301, the Vocational Education Data System. Accurate data analysis drives accountability, impact evaluation and planning. The council recommends that data collection requirements mandate enrollment data by sex within race and disability to insure that data will be available to assess the status of female and male students, particularly minority and/or disabled female students.

Section 304, the National Center for Research in Vocational Education. The council recommends the inclusion of sex equity as an issue to be addressed by the National Center for Research in Vocational Education. The center should identify strategies to promote equal access to vocational education and employment training programs.

In conclusion, I would like to urge the committee to continue to promote the status of female and male students in vocational programs nontraditional for their sex. We particularly urge the committee to initiate legislation designed to increase the participation of women, minority and/or disabled students in high technology or scientific programs in vocational education and other education programs.

The Vocational Education Equity Council appreciates the opportunity to bring these concerns to the attention of the committee today. I would be very pleased to answer any questions. Thank you very much.

Mr. Goodling. Thank you.

Ms. Pines.

[The prepared statement of Marion W. Pines follows:]

Prepared Statement of Marion W. Pines, Administrator, the Baltimore Metropolitan Manpower Consortium

I would like to share with you a different perspective of vocational education programs, one not from an educator, but instead from a manpower training professional. I am the administrator of programs authorized under the Job Training Partnership Act in the Baltimore Metropolitan area. As you all know very well, the Job Training Partnership Act represents a major departure from past federal job training programs—in fact, it is a departure from *all* federal programs in that it vests a substantial amount of decision-making authority with a non-governmental body called the Private Industry Council (PIC).

Many federal programs have private and/or public *advisory* councils—including Voc-Ed. The Job Training Partnership Act is the first to actually empower such a Council to make local decisions in concert with local governments. I believe this is a first, but I don't think it will be the last. Partnerships among public and private officials are here to stay—we all recognize that government cannot do the job alone, nor can the private business community. Together, however, progress can be made—through the Job Training Partnership Act—progress that I believe can and should be extended to a "new" Vocational Educational system.

I've come here today to suggest rethinking the creation of local vocational training programs that will parallel the recently created, locally managed job training programs. My proposal may not be popular among many educators because it too departs from the way we have done business in the past—as did the Job Training Partnership Act. But there is an overlap between Voc-Ed and JTPA—our missions—employability development, we are training for essentially the same job opportunities in our local communities, we very often serve the same populations—new entrants to the labor force, and we deliver a "balance" of occupational and basic skills training.

The expiration of the Voc-Ed Act gives us all an opportunity to minimize this overlap and build into the new system the concept of local public/private partnership management.

Everyone here is familiar with the planning process for local Job Training Partnership Act programs. Local governments across the country have spent many months negotiating the proper planning responsibilities with their local PIC's—a process new to all of us. But the final product is a good one and can be extended to local Voc-Ed delivery systems.

BOTTOMS-UP PLANNING

(1) Identify local needs and priorities, employers' hiring needs, and students' training and employment needs.

(2) Design appropriate "service mix," tailored to local needs, cost-effective, and leading to long-term job placement.

(3) Design appropriate curricula, tailored to employer specifications, and one that results in identifiable and marketable skills.

(4) Secure necessary facilities, in-school capital facilities, and at the worksite: work study, on-the-job training.

NEEDS-BASED PLANNING

(1) Scarce Resources, must have the greatest impact on employer needs.

MODELED AFTER THE JTPA

(1) A single Council, a single, private sector dominated local Council providing guidance to and concurrence with local Voc-Ed programs—the PIC, and active role for local elected officials, and merge the SACVE into the State Job Training Coordinating Council.

The advantages of such an approach are many. It is certainly much simpler than the present State-initiated planning process. It is more reflective of local needs and priorities. Perhaps most important, the closer links between Voc-Ed and the Job Training Partnership Act will result in a consolidated approach to local employability development programs, one done in cooperation with and in response to the needs of local employers. And currently, the duplication of skill training presents employers with a confusing array of job developers, labor market information systems, advisory councils, and of course, potential employees. By merging the two delivery systems, employers would instead be presented with a pool of certified, employable workers—with the backing of private sector colleagues (the PIC), the Voc-Ed schools, and local job training professionals.

The Private Industry Council in Baltimore has taken their end of the local partnership seriously. The members are committed to raising the skills of our Metropolitan workforce and are not interested in hearing about "turf battles" or "this" federal program or "that" federal program. They want to know what resources are available and how those resources can best by used to achieve our goals. We have asked them to serve as our "Board of Directors" and we cannot, therefore, limit their scope just to the Job Training Partnership Act. They have already taken on many important tasks, including the relationship between Voc-Ed and our JTPA programs.

The initial goal of the PIC's "Voc-Ed/JTPA" task force is to develop ways to capitalize on the placement efforts refined by my office under CETA and continued under the JTPA. But as you can guess, their work will go well beyond their job placement agenda.

CURRICULA DEVELOPMENT

The job placement efforts that we have built over the years have acted as the final leg for our trainees as they progress through a sequence of CETA/JTPA activities. The employer community has come to expect a quality product from these efforts. If we are now to absorb a new group of clients—Voc-Ed graduates—we obviously have to concern ourselves with what goes "into" the system. In other words, the curricula, and the planning must be done cooperatively.

LABOR MARKET INFORMATION (LMI)

LMI is a subject of great concern to all planners in this field. But I have found that the users of LMI often rely on different sources. We are, after all, training for the same local jobs and I think it is crucial that we find ways of jointly identifying where those jobs are and what we need to do to prepare people for the jobs. The PIC, as a major new partner representing the interests of the local business community, is in the position to consolidated these efforts.

CREDENTIALS

Anyone who has worked with teenagers and young adults knows how difficult it is for them to break into the job market for the first time. Even with extensive training in skill-shortage areas, employers are reluctant to give these young people a chance to succeed, a problem that is now compounded by massive unemployment among skilled and proven adults. This is why a uniform series of "credentials" is so important for all skill training programs directed toward teenagers. For example, graduates of skill training programs—whether funded through Voc-Ed or through JTPA—should have recognizable, specific occupational skills; by issuing credentials (in effect certifying that they do in fact possess these skills), the graduates could then prove to all prospective employers that they are productive and ready-to-work. The Private Industry Council is presently in the process of establishing a set of "youth competency benchmarks" to be used to monitor and evaluate the progress made by teenagers in our JTPA training courses.

Specifically, we will be measuring:

(1) *Pre-employment Skills.*—Motivation; initiative; preparation for the world of work; work maturity.

(2) *Basic Education Skills.*—Basic reading, writing, math and communication skills.

(3) *Job Specific Skills.*—Documented competency in specific occupations.

It would be sensible to apply these competencies not only to young JTPA trainees but to Voc-Ed trainees as well. The Department of Labor has recently authorized the Governors to include these types of youth competencies in the JTPA performance reports. This is a major first step toward a more coordinated Voc-Ed/JTPA effort.

The new Voc-Ed Act should encourage the creation of these competency measures throughout the country. But I strongly suggest making the measures as flexible as possible so as to take into account specific local economic circumstances that may have an impact on performance. And I also encourage that the measures be derived through careful discussions with local employers—they are, after all, our most important "customers".

While the PIC's task force tackles each of the above issues, it will be working toward our overall goal—improving the placement and job retention rates of our Voc-Ed graduates. We have already implemented new creative approaches toward this goal—funded by the JTPA "8 percent set-aside"—bringing together JTPA placement programs, work-study and Voc-Ed job clubs.

The PIC's "Voc-Ed/JTPA" task force will examine each of these issues, hoping to reduce the overlap of the two delivery systems and as a result, develop a strong, working relationship. The time to "institutionalize" this relationship is now as we debate the new Voc-Ed Act.

STATEMENT OF MARION PINES, DIRECTOR, MAYOR'S OFFICE OF MANPOWER DEVELOPMENT, CITY OF BALTIMORE

Ms. PINES. Good morning. I have a statement that I will submit for the record. So in the interest of time I will just touch on the important points.

Mr. GOODLING. I have no objection.

Ms. PINES. I think it's important to understand that I really am bringing a slightly different perspective to the area of vocational education discussion because I am not an educator, I am a manpower training professional and I am the administrator of the programs in the Baltimore Metropolitan area—the programs authorized by the Job Training Partnership Act. What I would like to share with you today, I think, are some of the early lessons from the implementation of the Job Training Partnership Act and ask you to consider the implications that has for the planning and management of vocational education programs because what we have learned already has some significant implications.

As you all know, the Congress in its wisdom authorized a major new actor in the Job Training Partnership Act and that is the private sector. They are called the private industry councils and there are now some 600 private industry councils across the country and 50 statewide councils. These are not advisory councils; these are joint decisionmaking councils that are sharing that authority with locally elected officials.

From my early experience with the private industry council in the Baltimore area, I would say they are taking that responsibility very seriously.

As they begin to look at job training programs and who they serve and what their mission is, they have very quickly learned that there is a great deal of shared mission and shared environment and shared populations between the job training partnership programs and the manpower training programs and the vocational education programs. Our missions are both employability development. The environment in which the missions are to be served are the local labor market and the populations to be served are often overlapping populations.

So it has not been long before our private industry council got started in looking at job training programs they immediately got started at looking at, "Well, what else is going on in the area that is producing young people that are coming into the labor market for employment." What we would like to suggest is that our private industry council is already going over and looking at what's going on in vocational education and asking a lot of questions and bumping immediately into many, many advisory councils that are beginning to do the same thing and we are noting very early on some impatience and frustration with this, "Are we making the best use of the private sector expertise that is available in our community and how are decisions being made on what kind of occupations we are training for and what kind of credentials for certifying competencies in those occupations," and, in general, I am getting a growing sense that the private industry council thinks that it would be appropriate that they begin to have some joint say in what kind of people and what kinds of occupations and what kinds of standards are being established for employability in local labor markets. They are authorized to make those recommendations and decisions for the funds coming down through the Job Training Partnership Act. I may be wise and I ask you to consider what the role of the private industry council might be in terms of the design and the planning for vocational education programs. After all, the ultimate consumer of the products for both systems are those private employers and it would seem sensible to use their expertise in the most systematic way that we can.

The local planning process that we use in JTPA is a very appropriate local planning process for any program and that is identifying local needs in terms of both employers and students and identifying what the local labor market requires in terms of occupations and competencies and then figuring out the best delivery system for getting people through that system and into employment.

I think it's probably a very radical suggestion to suggest the private industry council taking on a broader role in terms of vocational education, but I very clearly see that coming in the local area in the Baltimore area.

The State job training councils of the Governors are authorized to establish coordinating criteria. It would seem to me a very logical step that the State Advisory Council on Vocational Education and the State Job Training Coordinating Council eventually become merged. I hope I can leave this room alive.

Let me just tell you a little bit about the local agenda that our PIC has undertaken in the Baltimore area. First of all, private industry really doesn't care about turf battles and they don't understand this piece of Federal legislation that authorizes this committee and this piece of Federal legislation that authorizes another committee. Their concern is very much the local labor market. Their concern is very much, "How do I get good employees for my business so that my business can grow and prosper in this area?" That is certainly the agenda of locally elected officials who are very concerned with economic development, with maintaining industries in that local area and with providing the best possible labor force so that those industries stay there. So to the extent that we can get the private sector and locally elected officials to buy into a system that is logically put together I think we will gain their support. I see no resistance on the part of the private industry council to have the vocational education system as another partner in the system. There may be resistance on the other side.

The first things that our private industry council has been looking at and they have been asked to do is to consider placement of kids coming out of the vocational education system. Because we have a very good placement record and a very good placement system coming out of our manpower system they have decided that they would like to ask us to now take on responsibility for placing kids coming out of the vocational education system. The private industry council said, "That is a great idea, but how do we know what we are placing? What controls do we have over the quality or the credentialing of those kids coming out of the system."

So we are coming in from the placement end and they are going to back into the rest of the system. I can see it coming now.

The second thing that the PIC has been asked to do is in the JTPA law the Secretary of Labor was asked to establish youth competency benchmarks. Now the Department of Labor, as of, I believe, October 7, said they will recognize youth competency benchmarks as another positive termination standard for youth, if the Governor agrees to that and a private industry council specifically established such benchmarks. Well, our PIC is now doing that. We are establishing benchmarks for preemployment skills, for basic education skills and for job specific skills. There will be competency benchmarks established for each of those.

It would seem logical if we are moving the private industry council into the area of looking at competency benchmarks for youth coming out of youth training programs, it might be sensible to look at those same competency benchmark for all trainees, whether they are in the vocational education system or whether they are in the manpower training system or wherever, as long we have kids on an employability development track getting ready for jobs in a local labor market.

I think those competency benchmarks, however, should not be national standards. I think they have to be locally derived. I think they have to reflect local labor markets and changes on those local labor markets and I think they have to reflect the needs of local employers, But I suggest to you that it is easy to talk about coordination in a piece of legislation. It is very hard to make coordination work unless certain things are mandated.

In the JTPA legislation you mandated a private industry council, you mandated joint responsibility between that private industry council and locally elected officals. Many of us resisted those mandates, many of us resisted many of the things in JTPA——

Mr. GOODLING. And many of us were pushing those mandates.

Ms. PINES. And many of you who were pushing them I think—I think some interesting things are happening. But my point is, it would not have happened had you not pushed and had it not been in the legislation. But now that we have the PIC's and now that we have the States in certain roles, I think it's going to be very hard to restrict their perspective to just the people coming into the labor market out of one small part of that job training system. I would suggest to you that it will be more interesting, it is going to be easier to keep the PIC's involved if they feel that they have much more say-so over the whole pipeline of job training programs.

In Baltimore we are going to be using some of our 8-percent set-aside funds under the JTPA for the beginning of an experiment to bring some of the placement activities of the vocational education system under the manpower training program. I would suggest that this may be the time to start institutionalizing some of those interfaces.

I thank you very much for the opportunity to put forth some of these more radical suggestions. I would say one more thing. The superintendent of public education in Baltimore, Alice Pinderhughes, was asked to be here this morning and could not be. There is a letter that she would like submitted for the record. If you would like, I could read this into the record now.

Mr. Goodling. I have no objection. You may just submit it.

[The letter of Ms. Alice Pinderhughes follows:]

City of Baltimore,
Department of Education,
Baltimore, Md., November 8, 1983.

Hon. Carl D. Perkins,
Chairman, Subcommittee on Elementary, Secondary, and Vocational Education, Rayburn House Office Building, Washington, D.C.

Dear Chairman Perkins: I regret not being able to appear before the Subcommittee personally but feel confident that my concerns and recommendations will be well expressed by my colleague, Marion Pines. Mrs. Pines and I have worked together on countless projects in the past and have recently begun work on a major new venture—developing and maintaining strong linkages between the local job training delivery system (under the Job Training Partnership Act) and the Vocational Education programs administered by the Baltimore City Public Schools. Both systems have much in common and we hope to tie the two more closely with a coordinated approach toward employability development in Baltimore. We feel that such an approach is needed and hope that our work can be replicated across the country.

I am fortunate to be a member of the Private Industry Council overseeing and guiding job training programs. Recognizing the overlap of missions and strategies in the Job Training Partnership Act and the Voc-Ed system, this body has charged itself with the task of developing strong links between the two programs. The PIC has established a Task Force to bring the two delivery systems together. The Task Force members, representing both private business *and* the schools, are seeking to improve the placement performance of the Voc-Ed system by tying it into the well recognized, successful placement programs offered through the local manpower delivery system. The work may well go beyond this initial task to include use of the PIC for vocational curriculum review, greater use of private employers' facilities for on-site work training, and refining a system of "benchmarks" for Voc-Ed trainees comparable to the competency benchmarks for youths enrolled in manpower training programs.

I fully support more "bottoms-up" cooperative planning between the Voc-Ed programs and local Job Training Partnership Act efforts. From my own experience, I feel that the local Private Industry Council has the ability and the desire to include the Voc-Ed professionals in their partnership. I would hope the same will be true for state-level councils who are charged by law with developing and enforcing statewide coordinating criteria. Now is the time to encourage a more coordinated statewide approach to employability development—regardless of the funding source. Above all, the Voc-Ed and JTPA systems must retain local authority and be responsive to local needs.

Sincerely,

Alice Pinderhughes,
Superintendent of Schools, Baltimore City.

Ms. Pines. I would just say, in summation, she is very supportive—that may sound somewhat radical—but the Superintendent of Public Education in Baltimore is very supportive of this kind of coordination. She is a member of our private industry council and she is a member of the special new task force that our private industry council has created to look at stronger linkages between vocational education and employment and training programs.

Thank you.

Mr. Goodling. I can only say that if you were in the Congress of the United States you would have the same frustrations I do, because they always tell me that I am too logical and too practical.

Ms. Pines. Well, hang in there. It works eventually.

Mr. Goodling. Mr. Affeldt.

[The prepared statement of David Affeldt follows:]

Prepared Statement of David Affeldt, American Association of Retired Persons

I. INTRODUCTION

Mr. Chairman and members of the Subcommittee on Elementary, Secondary, and Vocational Education, the Amercian Association of Retired Persons welcomes the opportunity to testify at your hearing on vocational education legislation. The Association's statement will focus on the need to make the Vocational Education Act more responsive to the needs of older Americans.

AARP strongly supports H.R. 1096, the Older Vocational Education Act. Our staff worked closely with Congressman Ratchford in developing this measure. This bill has strong bipartisan support. It represents a sound approach to providing training opportunities for older Americans. It would also make the Vocational Education Act better balanced in serving persons whose skills have been rendered obsolete by technological advances. Moreover, the bill is realistic in terms of budgetary and political realities.

The centerpeice of H.R. 1096 is a three-year demonstration program to develop models to promote employment opportunities for persons 55 or older and to focus greater attention on the special vocational needs of older persons. The bill would authorize $20 million for demonstration projects to:

Provide training or retraining to update skills, prepare older workers for new careers, and promote employment in growth industries;

Offer assistance for later life career changes, particularly for older displaced homemakers;

Provide a wide range of support services to help older Americans in obtaining employment;

Encourage community colleges, technical schools, and other vocational education providers to offer increased training opportunities targeted to persons 55 or older; and

Promote training of paraprofessional in gerontology and geriatrics, such as nutritional aides or health aides.

In addition, H.R. 1096 would make technical amendments to the Vocational Education Act to clarify that older workers are among the target populations to be served.

II. REASONS TO INCLUDE OLDER PERSONS IN VOCATIONAL EDUCATION LEGISLATION

A. Older Americans want and need to work

Education and employment opportunities are clearly high priorities for aged and aging Americans. This point was made emphatically in a 1980 Association survey which found that 74 percent of 55–64 year olds wanted to continue in some type of paid part-time work beyond retirement.

Another study conducted for the Association this year—by Hamilton & Staff of Chevy Chase, MD—found a strong work ethic among the elderly. Older Americans who were employed preferred work to retirement by more than a three-to-one margin—74 percent wanted to continue working, 21 percent favored retirement, and the remaining 5 percent did not know. Among low-income retirees—those with income under $4,000—there was general dissatisfaction with retirement. This lower-income group favored work to retirement by nearly a two-to-one margin (65 percent to 35 percent). Information from this survey was obtained through half-hour telephone interviews from a national random sample of 1,350 persons 55 years or older.

The Association has a long-standing policy supporting increased flexibility in work arrangements. We have attempted to be a model employer in offering our employees a whole menu of work options, including part-time employment, full-time work, flexi-time, phased retirement and other work arrangements.

Quite clearly, the "graying" of the work force is already forcing reassessment of existing work-life patterns. Unfortunately, today, work is oftentimes and "all-or-nothing" proposition. People may work full-time 40 to 45 years and then retire abruptly at 65 or earlier. Many older Americans, however, would like something in between working full-time and not at all. Vocational education for elderly persons can be an effective means to achieve this objective or to make possible a career switch suitable to an individual's preferences.

Vocational training or retraining is also essential for older persons who must learn new skills, especially when their present ones have been displaced by technological advances. A 1981 Louis Harris poll for the National Council on the Aging revealed that about two out of five older persons (39 percent) 55–64 years would either be interested or very interested in learning new skills or participating in a job training program to obtain new employment.

That same poll made it clear that employment is a major reason for older individuals to enroll in training activities. About 56 percent of respondents 55 to 64 years old took educational courses to acquire marketable job skills.

These pressures may be even greater today because older American have been whipsawed by record-breaking and near record-breaking unemployment during the past year. The national unemployment situation remains serious, although there are some signs of improvement. However, persons 55 or older have not been helped much.

For example, unemployment declined by 299,000 for individuals under 55 years old August to September. However, joblessness actually increased by 23,000 for persons 55 or older, from 757,000 in August to 789,000 in September.

Long-term unemployment for the older worker continues to be serious. Jobless individuals 55 to 64 years old are unemployed on the average for 27.9 weeks, compared to 19.4 weeks for unemployed persons 16 or older. The next impact is that the average duration of joblessness is 43.8 percent longer for unemployed individuals 55 to 64 years old than for those personss 16 or older.

Older Americans have also not shared in the growth in jobs during the past year. The number of persons under 55 years of age in the civilian labor force during the past year increased by 1,510,000 from September 1982 to September 1983. On the other hand, the civilian labor force declined by 163,000 for persons 55 or older, from 15,361,000 last September to 15,198,000 in September 1983.

This bleak situation really represents only the tip of the iceberg because there is a substantial amount of "hidden" unemployment among people 55 or older. These individuals may not show up in the Department of Labor's statistical count. However, large numbers of older persons are dropping out of the labor force to take actuarially reduced Social Security benefits. In fact, 87 percent of all persons claiming retired worker's benefits in 1978 applied before age 65. Many persons 55 or older have simply given up looking for work after a long and futile search. Others believe that they have no chance because of near record-breaking unemployment.

The evidence is clear and convincing, though, that large numbers of persons 55 or older want or need to work. High unemployment has contributed to the sharp rise in poverty among older Americans. Poverty has jumped by 1 million for persons 55 or older during the past four years—from 5.1 million in 1978 to 6.1 million in 1982. And, poverty is likely to increase sharply again in 1983 for older Americans because (1) Social Security beneficiaries will not receive a cost-of-living increase in 1983 and (2) unemployment for persons 55 or older will be exceptionally high by historical standards throughout 1983.

B. Vocational education crucial for displaced homemakers

One of the chief target groups for the present Vocational Educational Act is displaced homemakers, who represent a growing segment in our society. Present vocational education efforts are directed toward younger displaced homemakers.

Many older homemakers are discovering that they are ill prepared to adjust to their new roles, after the loss of their husbands through death or divorce. These displaced homemakers are oftentimes thrust into the job market when they have little or no marketable skills, or at best their skills are greatly outdated. Yet, they are frequently too young to retire, but employers may consider them too old to hire because of their age and obsolete work skills—despite the valuable protection of the Age Discrimination in Employment Act.

These problems are especially acute for minority women. For example, about 31 percent of all older black familes are headed by women 55 years or older with no husband present, compared to 10 percent for white families with an older head of household.

A sound and sensible strategy to help older displaced homemakers is crucial because most married women todys can expect to be widowed at some time in their life. On the average, widows will survive their deceased husbands by 18 years. In 1979, about 80 percent of all women 45 to 54 years old were married; 4 percent were single; 8 percent were widowed; and 8 percent were divorced.

Widowhood increases sharply with advancing age—to 19 percent for those 55 to 64 years old, 41 percent for women 65 to 74, and almost 70 percent for females 75 or older.

Today more older women work than at any time in our history. Some work to supplement their husband's earnings. Others want to work because they prefer to remain active. Large numbers must work to make ends meet, especially older women who are divorced or widowed. During the past three decades, the labor force participation rate for women 55 to 64 years old has jumped from 27 percent in 1950 to 42 percent in 1979. Many women in the 50's, 60's and even more advanced ages will want or need to work during the 1980's and beyond. Vocational education can be an effective tool to give them greater options and to help them to overcome barriers to employment and reemployment.

C. Demographic and economic reasons

Today's economic and demographic realities make it apparent that the trend toward earlier and full retirement may simply be too costly for our nation, public and private pension programs, employers, and workers. The cost of paying for retirement is becoming more burdensome because Americans are retiring earlier and living longer.

Life expectancy at the upper ages has also risen sharply. When Social Security benefits were first paid in 1940, life expectancy for women 65 years old was 13.7 years. By 1980, it had increased by 36 percent, to 18.7 years. In the year 2000, a 65-year old female can expect to live another 21.1 years, or 54 percent longer than a similarly situated elder woman in 1940.

Life expectancy for older men has also risen, although not as dramatically as for older women. Life expectancy for men 65 years old has increased by 19 percent, from 12.0 years in 1940 to 14.3 years in 1980. Social Security actuaries project that a 65-year old male will live, on the average, 15.8 more years in 2000, or 32 percent longer than in 1940.

These facts make it evident that our nation must reverse the trend toward earlier and earlier retirement. AARP believes that there should be positive incentives for persons to work to more advanced ages—such as abolishing mandatory retirement, and phasing out the retirement test. We strongly oppose the provision in the 1983 Social Security Act Amendments to raise the eligibility age for full benefits from 65 to 67.

Another positive incentive is to make vocational educational opportunities more readily available for older Americans. This will not only help persons 55 or older but also our nation. For example, the revitalization of the American economy; can benefit significantly from the input of older workers—in the same manner that it can benefit from the employment of women and minorities. No nation can ever achieve its full potential if some of its most experienced workers, such as older Americans, are banished to the sidelines. Much more can be achieved by a comprehensive training program to maximize job opportunities for all Americans, whether they are young or old; black, white or another color; or men or women. In all these cases, though, the payoff hinges on effective education for these new or former workers so that they can realize their full productive potential.

D. Existing Vocational Education Act focuses on younger persons

The present Vocational Education Act is heavily tilted toward younger persons. Older Americans are not mentioned per se as a priority group for services. In fact, there are only two minor references to older persons in the law. Section 134(a)(7) provides that basic grants may be used to establish vocational resource centers to meet a long list of needs of out-of-school individuals, including entering the labor market late in life. Section 150(b) authorizes vocational education funds to encourage outreach programs for youths and adults, including the aged, young children, handicapped persons and others.

Federal vocational education funds are allocated to states according to a two-factor formula based on population and per capita income. This formula is heavily weighted toward younger persons. Additionally, federally funded vocational education programs offered at community colleges, high schools centers for adults and women's centers rarely address the needs of older women, even though the current Vocational Education Act recognizes that displaced homemakers especially need such services.

III. CONCLUSION

In conclusion, AARP strongly believes that vocational education should be for all age groups. A more positive and coherent national older worker policy needs to be developed.

Today many persons seem to regard the trend toward earlier and earlier retirement as inevitable, and perhaps even desirable. AARP challenges this notion. We believe, instead, that our policies should provide older Americans with a wide range of options, depending upon their needs and desires. One positive means to accomplish this goal is to build on present training and educational components of the Vocational Education Act.

The Older Americans Vocational Education Act is a soundly conceived and fiscally responsible approach to provide the framework to make this objective a reality. For these reasons, we reaffirm our support for this legislation and urge the Subcommittee to incorporate it in the reauthorization of the Vocational Education Act.

STATEMENT OF DAVID AFFELDT, AMERICAN ASSOCIATION OF RETIRED PERSONS, ACCOMPANIED BY ANNETTE BUCHANAN, EDUCATION SPECIALIST, INSTITUTE OF LIFETIME LEARNING, AMERICAN ASSOCIATION OF RETIRED PERSONS

Mr. AFFELDT. Thank you very much, Congressman Goodling.

The American Association of Retired Persons welcomes the opportunity to testify at the hearing on vocational education. We have a longer statement which I shall ask to be included into the record.

Mr. GOODLING. I have no objection.

Mr. AFFELDT. In addition, I have some updated data that I would like to insert into that longer statement which will be included in the record.

Mr. GOODLING. I have no objection.

Mr. AFFELDT. Our statement will focus on the need to make the Vocational Education Act more responsive to the needs of older persons. H.R. 4164, the Vocational-Technical Education Act does include some provisions that are very helpful, particularly title II, part F, adult training, retraining, and employment development. We also support H.R. 1096, the Older Americans Vocational Education Act.

We have worked very closely with Congressman Ratchford in developing this measure and this bill has strong bipartisan support. In fact, I believe you are a cosponsor of this measure, Congressman Goodling.

We also believe it represents a sound approach to providing training opportunities for older Americans. It would also make the Vocational Education Act better balanced in serving persons whose skills have been rendered obsolete by technological advances. It's realistic in terms of budgetary and political realities.

The centerpiece of the legislation is a 3-year demonstration program to develop models to promote employment opportunities for persons 55 or older and to focus greater attention on the special vocational needs of older persons. The bill would authorize $20 million for demonstration projects to do a wide variety of things. I will just tick off a couple of them.

It would provide training and retraining to update skills and to prepare older workers for new careers and promote employment in growth industries. It would offer assistance for later life career changes, particularly for older displaced homemakers. It would provide a wide range of supportive services to help older Americans in obtaining employment, and others as well.

In addition, the bill would make technical amendments to the Vocational Education Act to clarify that older workers are among the target populations to be served.

Education and employment opportunities are clearly high priorities for aged and aging Americans. This point was made emphatically in a 1980 association survey which found that 74 percent of 55 to 64 year olds wanted to continue in some type of paid, part-time work beyond retirement.

Quite clearly, the graying of the work force is already forcing reassessment of existing worklife patterns. Unfortunately, today work is oftentimes an all or nothing proposition. People may work full time for 40 or 45 years and then retire abruptly at age 65 or perhaps earlier. Many older Americans would, however, like something in between working full time and not at all.

Vocational education for elderly persons can be an effective means to achieve this objective or to make possible a career switch suitable to an individual's preference. Vocational training or retraining is also essential for all older persons who must learn new skills, especially when their present ones have been displaced by technological advances.

A 1981 Louis Harris poll for the National Council on the Aging revealed that about two out of five older persons would either be interested or very interested in learning new skills or participating in a job training program to obtain new employment. These pressures may be even greater today because older Americans have been whipsawed by recordbreaking and near recordbreaking unemployment during the past year. The national unemployment situation has, fortunately, shown some signs of improvement although it remains serious. However, persons 55 or older have not been helped that much. Let me just cite a couple of statistics.

For example, unemployment declined by 25,000 for persons 55 or older from September to October, which, of course, is positive. However, this was more than offset by a 64,000 decline in the civilian labor force for older Americans.

Long term unemployment for the older worker continues to be serious. Jobless individuals 55 or older are unemployed, on the average, for 28.2 weeks, more than 6 months. This compares to 19.8 weeks for unemployed persons 16 or older. The net impact is that the average duration of joblessness is 42 percent longer for unemployed individuals 55 or older than for those persons 16 or older.

Older Americans have also not shared in the growth in jobs during the past year. The number of persons under 55 years of age in the civilian labor force during the past year increased by about 1.1 million, from October 1982 to October 1983. On the other hand, the civilian labor force remained essentially static, increasing only by 8,000 for persons 55 years or older.

This bleak situation really represents only the tip of the iceberg because there is a substantial amount of hidden unemployment among persons 55 or older. These individuals may not show up in the Department of Labor's statistical account. However, large numbers of older persons are dropping out of the labor force to take actuarily reduced social security benefits. In fact, 87 percent of all persons claiming retired workers benefits in 1978 applied before 65.

Many persons 55 or older have simply given up looking for work after a long and futile search. Others believe that they have no chance because of near record-breaking unemployment. The evidence is clear and convincing though that large numbers of persons 55 or older want or need to work.

High unemployment has contributed to a sharp rise in poverty among older Americans. In fact, poverty has jumped by 1 million for persons 55 or older during the past 4 years—from 5.1 million in 1978 to 6.1 million in 1982. Poverty is likely to increase sharply in 1983 for older Americans, because social security beneficiaries will not receive a cost-of-living increase in 1983. It has been postponed 6 months to January 1984. Second, unemployment for persons 55 or older will be exceptionally high, by historical standards, throughout 1984, despite some improvement.

One of the chief target groups of the present Vocational Education Act is displaced homemakers who represent a growing segment in our society. Present vocational education efforts are directed toward younger displaced homemakers. Many older homemakers are discovering that they are ill-prepared to adjust to their new roles after the loss of their husbands through death or divorce. These displaced homemakers are oftentimes thrust into the job market when they have little or no marketable skills, where, at best, their skills are greatly outdated. Yet, they are frequently too young to retire, but employers may consider them too old to hire because of their age and obsolete work skills.

A sound and sensible strategy to help old or displaced homemakers is crucial because most married women today can expect to be widowed at some point during their lives. On the average, widows will survive their deceased husbands by 18 years. Widowhood increases sharply with advancing age. For those 45 to 54 it's about 8 percent. It jumps to 19 percent for those 55 to 64; 41 percent for those women 55 to 74 and almost 75 percent for females 75 or older. In fact, more than one-half of all women 65 years or older today are widowed.

Today's economics and demographics make it apparent that the trend toward earlier and full retirement may simply be too costly for our Nation, public and private pension programs, employers, and workers. The cost of paying for retirement is becoming more burdensome because Americans are retiring earlier and living longer.

Let me just illustrate with a couple of quick statistics. In 1940 when social security benefits were first paid, life expectancy was 13.7 years for women 65 years old. In 1980 it was 18.7 years for women 65 years old. That may not sound like much, because it's 5 years. But, when you compare 5 years with 13.7 years then it's very substantial.

In the year 2000 a 65-year-old female can expect to live another 21.1 years, or 54 percent longer than a similarly situated older woman in 1940. We have had a similar trend, although not quite as dramatic, in the case of older men.

But the bottom line is that these facts make it evident that our Nation must reverse the trend toward earlier and earlier retirement. AARP believes that there should be positive incentives for persons to work to more advanced ages, such as making vocational education opportunities more readily available for older Americans. This will not only help persons 55 or older but also our Nation.

In conclusion, we strongly believe that vocational education should be for all age groups. A more positive and coherent national older worker policy needs to be developed. Today many persons seem to regard the trend toward earlier and earlier retirement as evitable and perhaps even desirable. AARP challenges this notion.

We believe instead that our policies should provide older Americans with a wide range of options, depending upon their needs and desires. One positive means to accomplish this goal is to build on present training and educational components in the Vocational Education Act.

The Older Americans Vocational Education Act is a soundly conceived and fiscally responsible approach to provide the framework to make this objective a reality. For these reasons we reaffirm our support for this legislation and urge the subcommittee to incorporate it in the reauthorization of the Vocational Education Act.

Thank you very much, Congressman Goodling.

Mr. GOODLING. Thank you. There are two more people on my list. Do either of you have anything to say?

Mr. AFFELDT. I have asked Annette Buchanan who is an educational specialist at the Institute of Lifetime Learning to accompany me to the hearing and she will also be available to respond to any questions on a particularly technical nature dealing with vocational education for older persons.

Mr. GOODLING. Thank you.

Well, you are all fairly fortunate. It doesn't appear that you will do too badly. It is probably good that there are two people in between—Ms. Pines, you advise to merge the SACVE into the State Job Training Coordinating Council. How do you feel about that, Ms. Penfield?

Ms. PENFIELD. Well, I was very interested in the concept because it is something that my State is doing to some extent—quite a large extent right now. I sit on my State Job Training Council, I am a local board member at our community college, I am a member of the Governor's Select Commission on Financing Education and the past chairman of the advisory council for the State and I have had the privilege of working from the top to the bottom or the bottom to the top with local advisory councils.

On the local level we have always taken advantage of our PIC members under the old CETA and certainly under the new JTPA to include them locally in our advisory councils on a local level and some of the people that we have that sit on the State level are PIC members, and it is a very cohesive partnership and one that I think can bring a lot of interaction and working together which really is a focus that the Nation needs to survive and to move education forward in the country. It is a partnership that I predict is going to grow, whether we select to have it grow or not and I don't think that it is that far reaching an idea in the sense that I think it's a very viable one.

I would question or have some reservation at this point, without having a dialog with my colleague as to whether it would eliminate advisory councils and if that were the case I would take serious exception to that, because I am looking more to build partnerships than I am to diminish any group, and advisory councils on the State level have been a very viable partnership in itself.

I don't know if Mr. Cohen would care to respond to that, but I thank you for the question.

Mr. GOODLING. Then, in both cases, should the council have veto power on State plans?

Ms. PENFIELD. I think that the council probably should have the veto power. It is, as I mentioned in the testimony and from experience—and I think almost everyone would hold that out—it's almost the last bastion of private sector and public input into a bureaucratic parenting, so to speak. I think that the accountability has been proven and I think that the input has been proven and they are prepared to stand on their record, by and large, across the Nation.

Mr. GOODLING. As you heard me say to Congressman Evans—and, as Ms. Pines mentioned the mandate of the marriage—there were a lot of us who, watching many of the programs that we have mandated at the Federal level, have noticed that every time we authorized something there had to be a new group of people involved. We could never use those who were doing basically the same thing back in the district. Therefore, we tried to mandate that marriage and I had asked Congressman Evans if he sees that marriage working because we are getting conflicting reports from school board members and from people across the country that, in some instances, it's apparently working very well, and in other instances that the marriage isn't working, because, as I said, CETA dies slowly.

I am curious if any of you may have a comment on your own area. Is this marriage coming about?

Ms. PINES. Let me say that I think that you are going to have an uneven period; we are going through a lot of shake-out now and one of the interesting things—and the reason I brought this testimony up today is that, "What is the role of the PIC," is a question that is being asked across the country.

I think that if the PIC feels that the Congress is serious about their getting involved with the quality of training—certainly your intent was hoping to improve the quality of the training, the appropriateness of the training, the fit between trainees and jobs and I think that what the private industry councils are saying is, "If the Congress is really serious about our taking that mission, as our mission, then you can't restrict us to just one part of that job training process." I think that we are going to lose some credibility with the private industry councils unless we say, "No, we are serious about the entire business of preparing people for the labor market."

Mr. GOODLING. Do you wish to respond to my question, Should they have veto power?

Ms. PINES. When you said, "the council", I wasn't sure which council you were talking about.

Mr. GOODLING. I was really talking about the State advisory councils.

Ms. PINES. Well, I would be talking about the State Job Training Council as having sign-off and, I think, the local private industry councils should have sign-off on local plans.

Mr. GOODLING. Does sign-off mean veto?

Ms. PINES. Well, that's taking a very negative approach. That's just saying you negotiate until you come to an agreement.

Mr. GOODLING. Mr. Affeldt, I have just one question. You basically answered it in your last couple of lines. Do you think the part F, the adult training, retraining, and employment development—solves any of the problems that you referred to in your explanation?

Mr. AFFELDT. Yes; I think those provisions are very helpful and desirable. However, my reading of those provisions would also seem to indicate that this is designed for younger adults who have left school. We believe that the Ratchford proposal can be coordinated with part F of title II. I think one advantage of the Ratchford proposal is that it will provide a means for replicating some innovative concepts that have heretofore not really been developed for older workers in terms of vocational education. I think the primary reason for this is that vocational education has been tilted very definitely more toward younger persons.

We can understand why some administrators may feel that they may get more bang for the dollar, so to speak, in directing their efforts to younger persons, but there is also a very clear need to focus more attention on older persons, especially as our population is growing older.

I think the Ratchford bill provides a means to take an important step to do this in a gradual way and in a very effective way, too.

Mr. GOODLING. Now, I might ask the real powers if they had any questions. Jack has disappeared. Rich, do you have any questions? He only has a second power, but I don't know where Jack has gone.

Mr. COHEN. Congressman Goodling, if I may, the real power of Chairman Perkins is not here now but he addressed a question to Congressman Evans as to whether the States would share the contributions of funding for high tech education. I would like to add to that that the industries should be part of this action, too. They would be happy to contribute to any effort to promote high tech industries in the State of New York. So I wish he would include industries as well as states in that question.

Another point I have——

Mr. GOODLING. Then you would favor part B?

Mr. COHEN. Pardon?

Mr. GOODLING. Then you would favor part B?

Mr. COHEN. I certainly would. Yes, everybody should be involved. This should be a joint effort. We all ought to pay our way.

Now high tech for older workers that was another question that he addressed. You know, it's OK to teach older workers high tech that have been displaced from jobs, but in Yonkers, for example, United Technologies just got rid of about 3,500 employees. Now how are you going to take 50-year-old people that have been employed in a machine shop all of these years and train them for high tech, number one if there are no high tech jobs available in that particular area?

Now these fellows have their roots in Yonkers. They are not going to pick up and go to Buffalo or Illinois for a job. So the problem is, what do you do with all of the workers? I mean, they are not as trainable and if you do train them, you have to have jobs available for them.

Now, I was part of Congressman Edgar's coalition of Congress on the Northeast-Midwest and I was on a panel out in Philadelphia and that was another problem that was addressed. I mean, training people, whether young or old or whatever—if they train them, there has to be jobs available. Now if there are no jobs available, I mean, you are just spinning your wheels.

Thank you.

Mr. GOODLING. Of course, there is no question that the economy must expand. That is why we always have the problem of everyone who normally testifys—a little bit differently today—asking for more money.

Mr. COHEN. If I may, one more point, Congressman, brought out before was what do we think of government tax credits. Now I have a plant that operates about 150 employees. We have about 100,000 square feet of production space and we are a viable, unencumbered industry in New York State. Now tax credits, we have taken advantage of it. But the only advantage for us with tax credits—or what it does for industry is, if I want to buy a piece of equipment, $1 million worth, for example, this tax credit is going to spur me to buy that now, not next year. My fiscal year ends June 30 and I am going to make damn well sure that I try to purchase that equipment before the end of the fiscal year so I can take advantage of that tax credit.

As far as I am concerned that is one of the advantages of tax credits, but by no means—but there are a lot of industries that really don't need tax credits, if it will contribute to the national economy by waiving it, you know.

Mr. GOODLING. Mr. Affeldt.

Mr. AFFELDT. I would like to make a couple of points. Vocational education and training I think, represent only one aspect in our comprehensive approach to dealing with employment problems or unemployment problems encountered by older persons.

Our association has supported a number of efforts. For example, we have been strong backers of the title V Senior Community Service Employment program, which has had very solid support from this Committee on Education and Labor. Title V, for example, is designed to focus on the needs of hard-to-employ individuals who would have a difficult time finding a job in the private sector. However, the training and job experience that they have obtained has provided a basis for many of them to be transitioned into unsubsidized places. In fact, AARP has been one of the leaders here. AARP has placed about one-third of its authorized positions in unsubsidized jobs.

There are other aspects, too, to dealing with the problem, such as efforts to provide more innovative work arrangements for older persons—flexitime, part-time employment, perhaps phased retirement, and so forth. And then, of course, we support training efforts because many older persons have skills that have become outdated. Now they may not be able to move into high tech jobs. Some can, but I think we must also not immediately leap to a very biased view that older persons are not trainable.

Scientific studies indicate that older persons perform as well on the job, and in some cases, noticeably better than their younger counterparts in a number of key categories—punctuality, absenteeism, and other factors as well. Older persons, moreover, are as trainable as younger persons. I think there is a bias among some people who believe that their education is outdated and they do not learn skills as well.

I think Congressman Pepper summed it up well when he said, "Some people dodder at 30, some people dodder at 80 and some people go through life without doddering at all." Age is a very relative factor and chronological age alone is a poor barometer in determining whether a person should be hired, fired, promoted, or demoted, whether that person is capable of being trained or not.

I think Annette has a couple of points that she would like to add, too.

Mr. GOODLING. And some stay in Congress until they die. [Laughter.]

Mr. AFFELDT. That's true.

Ms. BUCHANAN. I really wanted to comment largely to your reference that perhaps older people might not be suitable to be trained for high tech jobs. In 1981 Wave III Corporation, a computer software company trained retired people in computer programing. Over 3,000 retirees applied for this training program and 90 were selected. Seventy-seven people completed the first three classes. The number of retirees who indicated an interest in this type of training was overwhelming, and additionally, their performance on the aptitude tests were 20 percent above the national average for all age groups.

Mr. GOODLING. I am going to have to run for a vote.

Professor Benson, I merely want to say that I think you have a lot of interesting ideas which I hope this committee will explore. Even though there are not more people here, the wheels have been taking in the testimony. You can be assured that it will get a lot of attention. I don't know how close or how far away we are from moving this legislation but I don't believe it's tomorrow.

Mr. BENSON. Thank you, Mr. Chairman.

Could I make just one or two short comments? In the written testimony, we tried to take up the matter of the coordination with the PIC's and if it should come to pass either now or in future legislation that the federal money for vocational education was directed toward advanced programs, then, in our view, the PIC's should have sign-off responsibility on the designation of programs as advanced, with respect to skills, competency, performance standards in the programs and occupational demand in the local area.

The other thing is that in the written testimony we did try to take up the matter of sex equity. I am referring to testimony on both sides of me here. Our proposal was that States should designate programs as being unbalanced—for example, if the enrollment is 65 percent or more of a single sex, that would be unbalanced, and any program manager having an advanced program that enrolled a person of the opposite sex would receive the title II extra allotment.

Mr. GOODLING. Thank you. These hearings are adjourned subject to the call of the Chair. I think any other comments that you have you will make to Rich because I am going to have to go. Since I am at that magic age, I don't run as well as I used to run. [Laughter.]

Ms. PENFIELD. Thank you.

Ms. MAYOR. Thank you.

Mr. COHEN. You come to New York sometime, Congressman, and we will take care of you.

[Whereupon, at 12 p.m., on November 9, 1983, the subcommittee was adjourned, subject to the call of the Chair.]

[Additional information supplied for the record follows:]

DEPARTMENT OF CORRECTIONS,
MUSKEGON CORRECTIONAL FACILITY,
Muskegon, Mich., December 16, 1983.

Hon. WILLIAM D. FORD,
Cannon House Office Building,
Washington, D.C.

DEAR REPRESENTATIVE FORD: I would like to express the support of the Muskegon Correctional Facility for Senate Bill 615 and the identical House Bill, H.R. 3684, entitled, "The Federal Correctional Education Assistance Act." These bills are now pending in various Senate and House Committees. I recommend that you support the passing of these bills. This is an excellent opportuntiy for the Federal Government to support and make a commitment in policy and practice to correctional education programs which decreasing state funds cannot adequately meet.

Approximately 90 percent of the prisoners of the Muskegon Correctional Facility are involved in some type of educational program. We could utilize grant funds received through the proposed Federal Correctional Education Assistance Act for the following possible applications: (1) Development of a needs assessment plan regarding the training needs of correctional education staff members; (2) Evaluate our vocational programs in terms of providing potential employment opportunities; (3) Update and revise our vocational programs; and (4) Provide and update prison school facilities which would enable us to increase our academic and vocational enrollments.

Please consider this letter as a part of the official record in support of Senate Bill 615 and H.R. 3684.

Sincerely,

BRUCE COURIM, *Principal.*

DEPARTMENT OF CORRECTIONS,
MICHIGAN TRAINING UNIT,
Ionia, Mich., December 27, 1983.

Re Federal Correctional Assistance Act

Representative WILLIAM D. FORD,
Cannon House Office Building,
Washington, D.C.

DEAR REPRESENTATIVE FORD: I would like you to support Senate Bill 615 and the identical House Bill H.R. 3684. As a correctional educator, I am delighted that the federal government is recognizing the unique needs of incarcerated persons. Correctional education is caught in a real money crunch. Dwindling state dollars are directed to the needs of public education and opportunities for private and/or grant funding are poor for penal institutions. Yet with the increase in the numbers of people sent to prison each year, our need for funding is increasing.

At the Michigan Training Unit, we have experienced a radical change in both our prisoner population and their educational needs over the past decade. Up until the early 1970's our men were largely high school students who had a real possibility of completing high school requirements and graduation. Our vocational programs, consequently, were designed for these men who could benefit from learning skilled trades which they could use in an industrial society. The Training Unit's present population is made up of a large number of men (over 300) who are either special education students or are in need of highly individualized instructional programs. To meet the needs of these men, we have changed our academic programs. We have moved from a high school orientation to an individualized General Education Development (GED) continuum which stresses basic reading, math and English. However, our classes still operate in a 20:1 student to teacher ratio. Consequently, there is little opportunity for students to receive the individualized instruction their needs demonstrate. If there were funds available, para-professionals could be hired to assist as tutors to the students and aides to the teachers. Our classrooms, too, were designed to serve as high school classrooms. We need to convert them into individualized learning labs and there is no possibility of doing this with our present funding level. Our vocational situation is worse. We are, in some on our trades, preparing men for jobs which may not exist or for which they can not meet the minimum qualifications. Sadly, we lack the funds either to modify our existing programs to meet the needs of our men or to start additional vocational programs which are designed for the future.

Passage of these two bills would thrust new life and hope into correctional education. Thank you for your consideration and support for S-615 and H.R. 3684.

Sincerely,

JUDITH KALMANEK, *Coordinator of Adult Education.*

DEPARTMENT OF CORRECTIONS,
MICHIGAN TRAINING UNIT,
Ionia, Mich., December 13, 1983.

Re Federal Correctional Education Assistance Act.

Hon. WILLIAM FORD,
Cannon House Office Building
Washington, D.C.

DEAR REPRESENTATIVE FORD: As the chief administrator for a medium security correctional facility, housing adult male felons under 21 in the State of Michigan, I, along with our parent agency, the Michigan Department of Corrections, support Senate Bill 615 and the identical House Bill, H.R. 3684, entitled, "The Federal Correctional Education Assistance Act." These bills are currently pending in the various Senate and House Committees. I recommend that you support the passing of these bills. This is an excellent opportunity for the Federal Government to make a commitment in policy and practice to correctional education programs throughout the nation. Faced with drastic reduction in appropriated funds on the state level, these bills will provide needed resources for correctional education programs.

Grant funds received through the proposed Federal Correctional Education Assistance Act could be utilized for the following possible applications:

(1) To evaluate our vocational programs in terms of providing potential employment opportunities consistent with the needs of the community.

(2) To provide and update prisoner school facilities enabiing us to increase our academic and vocational enrollments.

(3) To improve educational and social services for special education prisoners.

(4) Expand library development and hours of operation.

Please consider this letter as part of the official record in support of Senate Bill 615 and House Bill, H.R. 3684.

Very truly yours,

RICHARD A. HANDLON, *Superintendent.*

DEPARTMENT OF CORRECTIONS,
MICHIGAN TRAINING UNIT,
Ionia, Mich., December 23, 1983.

Re Federal Correctional Education Assistance Act.

Representative WILLIAM D. FORD,
Cannon House Office Building,
Washington, D.C.

DEAR REPRESENTATIVE FORD: As Director of Prisoner Services, at the Michigan Training Unit, Ionia, Michigan, I am very cognizant of the dwindling state resources available for Correctional Education Programs. To enhance the prospects of our prisoners becoming productive members of society we need to evaluate and upgrade our academic, vocational, and socialization programs. We also need to provide staff with in-service training because of the unique problems in dealing with a prison population.

The proposed Federal Correctional Education Assistance Act, S-615, and HR 3684, would provide funds to achieve these goals. With the rapidly growing prison population, dwindling state resources, and aging facilities, I am desperately worried that institutions will become simple "warehouses" for prisoners. Computer innovations that are now available, but take financing, would greatly enhance our programs.

We sincerely hope these Bills get favorable action. Thank you for your concern.

Very truly yours,

ROBERT H. MILLER,
Director of Prisoner Services.

DEPARTMENT OF CORRECTIONS,
MUSKEGON CORRECTIONAL FACILITY,
Muskegon, Mich., December 16, 1983.

Hon. WILLIAM D. FORD,
Cannon House Office Building,
Washington, D.C.

DEAR REPRESENTATIVE FORD: I would like to express the support of the Muskegon Correctional Facility for Senate Bill 615 and the identical House Bill, H.R. 3684, entitled, "The Federal Correctional Education Assistance Act." These bills are now pending in various Senate and House Committees. I recommend that you support the passing of these bills. This is an excellent opportunity for the Federal Government to support and make a commitment in policy and practice to correctional education programs which decreasing state funds cannot adequately need.

Approximately 90 percent of the prisoners of the Muskegon Correctional Facility are involved in some type of educational program. We could utilize grant funds received through the proposed Federal Correctional Education Assistance Act for the following possible applications: (1) Development of a needs assessment plan regarding the training needs of correctional education staff members; (2) Evaluate our vocational programs in terms of providing potential employment opportunities; (3) Update and revise our vocational programs; and (4) Provide and update prison school facilities which would enable us to increase our academic and vocational enrollments.

Please consider this letter as a part of the official record in support of Senate Bill 615 and H.R. 3684.

Sincerely,

H. GARY WELLS, *Superintendent.*

HOUSE OF REPRESENTATIVES,
Washington, D.C., November 10, 1983.

Hon. CARL D. PERKINS,
Chairman, Committee on Education and Labor,
House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: I am writing to commend you for your strong, long-standing leadership in the area of vocational education. The Vocational-Technical Education Act of 1983, H.R. 4164, is a reaffirmation of the importance of vocational education to the future of our nation's workforce.

I am pleased to see that H.R. 4164 focuses increased attention on the special needs population. The greatest challenge ahead of us is not to produce an elite corps of scientists and computer programmers but to ensure that our disadvantaged have the skills to get a job to support themselves and their families. Those with the greatest likelihood of living in financial insecurity are the structurally unemployed—women, minorities and youth—who lack the skills and education to compete in the workforce of the future.

Access to vocational education programs in the past has been limited for these special needs populations. And often the disadvantaged—particularly women—have been segregated into training programs which prepare them for traditional, low-paying, low-mobility occupations. Progressive vocational training programs can be a powerful tool in ameliorating problems of comparable pay and equal opportunity in the job market.

In framing this new legislation, you have recognized and highlighted this problem. My only concern is that the funding levels proposed to target the needs of the disadvantaged may not be sufficient to accomplish the goal of equality of opportunity. As you heard from the Chancellor of the New York City Board of Education, Anthony Alvarado, equal opportunity is more than simply equal access. Often we must take extra measures to break down the barriers to access for those with special needs.

As you proceed with consideration of H.R. 4164, I am hopeful you will give the greatest possible emphasis to helping those groups—women, minorities and youth—who have all too often not realized the full benefits of vocational training programs.

With best regards,

Sincerely,

GERALDINE A. FERRARO.

Farmington Public Schools,
Farmington, Mich., November 1, 1983.

Hon. **William Broomfield,**
Representative, 18th District, Michigan,
House of Representatives, Washington, D.C.

Dear Mr. Broomfield: I understand that Representative Carl Perkins will be introducing the reauthorization of the Vocational Education Act. Even though I feel this legislation is extremely important, I am concerned that the major thrust will be on the training of out-of-school youth and adults at the exclusion of Special Education and regular high school students.

There is a preponderance of data that shows secondary students are quite capable of benefiting from occupational training while in high school.

I have two sons who have completed vocational programs and are working and a daughter who is in the training process. In addition, vocational education is the only hope for many students who are either handicapped or educationally disadvantaged.

I hope you can lend your support to the Vocational Education Act and, at the same time, try to include assurances that special and general education students at the secondary level are not excluded from benefiting under this proposed reauthorization.

Sincerely,

Earl D. Baumunk,
Director of Vocational and Career Education.

A. W. Beattie Vocational Technical School,
Allison Park, Pa., October 25, 1983.

Congressman **Carl Perkins,**
Rayburn House Office Building,
Washington, D.C.

Dear Congressman Perkins: I would like to thank you for introducing and sponsoring the Vocational-Technical Education Act of 1983 (H.R. 4164).

At a recent conference I attended, one of the speakers commented on the dropout rate of high school students, which has fallen from 39 percent in 1960 to 13 percent in 1982. This reduction is a reflection of an option not previously available to most high school students—vocational education. I have been an educator for 34 years, only the last 10 in vocational education, and I can speak for the merits of vocational education. It helps keep students in school; it prepares them with skills and for the job market. It helps young people to develop a proper work ethic and survival skills for the world of work.

Your efforts to get us the funding we need to replace obsolete and worn out equipment will help us provide the quality and level of instruction we will need to prepare workers for the technology of the future.

Sincerely,

Joseph L. Hoffman, *Executive Director.*

National Association of Vocational
Education Special Needs Personnel,
November 14, 1983.

Re: Vocational education reauthorization.

Hon. **Carl Perkins,**
Rayburn Office Building,
Washington, D.C.

Dear Congressman Perkins: Enclosed are statements representing the National Association of Vocational Education Special Needs Personnel's position to be entered as written testimony in your reauthorization hearings.

Sincerely,

Alfred T. (Al) Lynch, Jr., *President-Elect.*

VOCATIONAL EDUCATION ACT, HISTORICAL PERSPECTIVE FOR SPECIAL NEEDS POPULATIONS

The Vocational Education Act of 1963 encouraged the States to use Federal vocational funds to serve "persons who have academic, socioeconomic, or other handicaps". It was not until the 1968 VEA that a 15 percent specific set-aside included the disadvantaged. The 1972 amendments required that 30 percent of the basic grant be used for disadvantaged (20 percent) and handicapped (10 percent). A re-definition of the term "youth with educational handicaps" was gradually refined to include students who were handicapped and disadvantaged (economic or academic). By 1976, Congress learned that despite the existence of civil rights guarantees and related educational services mandates (Rehabilitation Act of 1973, Education For All Handicapped Children Act of 1975), the vocational education enterprise had made but little progress toward ensuring equal opportunity for all special populations. Consequently, the 1976 amendments strengthened the set-aside programs for handicapped and disadvantaged persons, increased resource levels, and required that a portion of the disadvantaged set-aside be used for limited-English proficiency individuals. The Act also retained the fully federally funded program for disadvantaged students.

The major mechanisms for implementing the special needs goals of the VEA were the mandatory set-asides (with a matching excess cost requirement) of Subparts 2 and 3, and the special programs for disadvantaged under Subpart 4 which provided 100 percent funding for programs with low income and high school dropout rates. As state directors of vocational education and other administrators readily admitted, without the set-aside provisions, most States would not be spending even the current relatively modest level of VEA on special needs populations (Long & Silverstein, 1981).

There is a trend toward de-regulation of Federal laws to allow states to have more flexibility in the use of Federal funds. Unfortunately, the history of the vocational education act reveals that States have not assumed a posture favorable toward equity goals in the absence of specific mandates. Vague, permissive legislative language has not produced the results of providing access and services to special populations in vocational education.

STATEMENTS PERTAINING TO VOCATIONAL EDUCATION REAUTHORIZATION

(1) The Statement of Purpose should include assuring access and equity to special needs populations as a major priority target of the Vocational Education Act and reflect the goal of assisting all individuals who need and want vocational education to participate and succeed in such programs, and in subsequent employment.

(2) The definition of special needs populations should include handicapped persons, economically disadvantaged persons, academically disadvantaged persons, limited/non-English proficient individuals (LEP), and students who have a high potential for leaving school or who have dropped out from school. The definition of Limited-English Proficiency should clearly differentiate between LEP and other disadvantaged groups and the Act should provide a more specific definition of academically disadvantaged. The VEA should use definitions for these populations that are consistent with definitions found in other Federal legislation (e.g. Public Law 94-142, etc.).

(3) Forty percent (40 percent), of each state's allocation should be set-aside for each individual target populations (handicapped, disadvantaged, limited-English proficient). The funding formula to be used by states should allocate larger funding for communities with high drop-out rates, high unemployment, and a severely depressed economy.

(4) A combined, overall state/local match should continue to be required as an overall "special needs category" match at the State aggregate level.

(5) Vocational Special Needs programs and services should provide:

5.1 Supplementary and remedial instruction, particularly in basic skills that will enable students to succeed in vocational education programs;

5.2 Outreach, diagnostic assessment, and career planning for students with special needs, including prevocational students;

5.3 Pre-service and inservice training of instructional personnel and support staff (including teacher aides);

5.4 Pre-vocational services and an assist in the transition from vocational education programs to employment (including follow-up activities to assist in work adjustment); and

5.5 Provision and supervision of worksite learning opportunities.

(6) The State Plan for vocational education should describe policies, goals, procedures and evaluations to be used in meeting the vocational education needs of special populations.

The local plan for vocational education should be tied to the goals and objectives of the State Plan and should identify the procedures that will be used by the local agency to carry out the State goals and objectives (i.e., identification provisions, services and program options, interagency coordination, program evaluation).

(7) The development of formal cooperative agreements among human service agencies and related education programs (e.g., special education, compensatory education, and bilingual education) should be strongly encouraged under the Vocational Education Act.

(8) The Federal Government should take the responsibility for the development of a program of applied studies for improving special needs programs and services nationwide. Such a program would include provisions for grants to universities, state education agencies, local education agencies and others to conduct and coordinate activities such as: research and development; experimental, innovative and exemplary programs; inservice education and leadership development; and special studies essential to improving state and local programs.

(9) The VEDS system should collect data by specific special needs condition (i.e. handicapped, disadvantaged, and LEP), as well as including sex and racial ethnic information. The data should be reported by vocational program environment (i.e. regular class, separate class) and by specific occupational area. Data on special needs completers and leavers should also be reported including employment status. State and local expenditure data for special needs populations should also be reported.

The State Advisory Council for Vocational Education (SACVE) should include a designated representative for handicapped, disadvantaged, and LEP. The local advisory council should also include a designated representative of special needs populations, including a representative of the LEP population, if the population is present within the community.

PREPARED STATEMENT OF ESSIE G. PAGE, IMMEDIATE PAST PRESIDENT, AMERICAN ASSOCIATION FOR CAREER EDUCATION

Preparation for work or vocation has generally been accepted as a goal of American education since the beginning of the twentieth century. However, at the beginning of the 1970's, the then Commissioner of Education, Sidney Maryland, began to talk about the importance of career education as a new concept which was needed to reduce the dichotomy between academic and vocational education. This program was also needed to help young people make the transition from secondary school to further education, or employment, or training, and to provide them with the skills and information needed to cope with a rapidly changing post-industrial society.

In 1981, the American Association for Career Education was incorporated for the purpose of providing national and state leadership for career education.

The Association feels it has a vested interest in the bill, H.R. 4164, because of the numerous references which allude to career education, even though the concept is never identified by its name. In particular, we should like to point to Title II, Part C—Comprehensive Career Guidance and Counseling Programs; the definition of "career guidance and counseling"; and Title II, Part A—Basic State Grants, Sec. 202.(a) (6), (7), and (9). These sections provide ample examples of the concept of career education which justify the recommendation of further specific wording in these and other sections.

While we would prefer to see a spade called a spade, we do not intend to dwell further on the notable omission of the term "career education" in the text of the bill.

Our primary concerns are two-fold: First—to give general endorsement to the legislation. Secondly—to point out those places in the proposed legislation that can be strengthened or made more consistent with other sections.

It is laudable that the bill is designed "To strengthen and expand the economic base of the Nation, develop human resources, reduce structural unemployment, increase productivity, and strengthen the nation's defense capabilities." We find it almost inconceivable, yet true, that there are still many people who do not see these objectives as germane for all students in "an enlightened and civil society";[1] that education is the cornerstone of such a society; that relevance in education provides the ultimate incentive to learn; that such an incentive is more effective when it is provided sequentially starting in elementary school and is an integral part of the total curriculum.

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[1] Source: "A Nation At Risk."

In recent study prepared by the American Association of School Administrators, the majority of school administrators agreed that all of the following would contribute to a more meaningful vocational education experience for students: Self-awareness activities, career awareness activities starting in elementary school, career exploration activities starting in intermediate school, activities to promote the acquisition of decision-making skills, and computational/reading/writing skills.

One respondent said, "I would hate to lose any of these activities." Another said, "These are all very important to the career development process."

Apparently these administrators have learned that it is unfair to expect young people to be able to take advantage of even the best of vocational offerings and opportunities when their awareness of the world of work is not awakened until the secondary level of education.

The purpose of this testimony is to propose changes in the bill that will:

(1) Make it crystal clear that funds can be used to support career guidance for all pupils at both the elementary and secondary school levels.

(2) Guarantee a minimum appropriation level for this Part C in Title II.

(3) Add to the potential effectiveness of the career guidance effort through inserting an even stronger career education emphasis.

(4) Provide explicit provisions encouraging the participation of community/school systems partnerships in career guidance.

(5) Create a National leadership/demonstration component holding promise of encouraging and discovering new and more effective ways of delivering career guidance.

Let me explain why each of these proposals is being made.

First, the question of including all pupils, K-12. Does Part C allow expenditure of funds for non-vocational education students as well as for students enrolled in vocational education? Can funds be used for pupils enrolled in elementary schools? Clear answers are available for neither questions as the bill is currently written. Strong, affirmative answers are badly needed for both questions because: (a) the need for career guidance is, in no way, limited to students or prospective students of vocational education; and (b) a career guidance effort that waits until the secondary school years to be initiated ignores the great body of evidence showing the importance of career awareness at the elementary school level. We urge you to clarify answers to these critical questions in the legislation itself. Please do not leave it to the bureaucrats who will be writing the rules and regulations for this legislation.

Second, the matter of a minimum appropriation. As written, this bill calls for appropriation decisions for Title II, Part C, separate and independent of general appropriation for Title II. We in career education are painfully aware of what can happen when a relatively low authorization goes to the Appropriation Committee for action! If appropriations for Part C are to be kept separate from appropriations for the rest of Title II, some guaranteed minimum is needed. The concept of the "guaranteed minimum" is, as you know, already seen in other sections of this bill. It is badly needed for Part C.

Third, the matter of a career education emphasis. Fifteen years of experience in career education efforts having solid career guidance components have made it clear that career guidance is made more effective when a broader career education emphasis is present. Why ask for less than the most effective possible career guidance? Our proposals for insertion of a career education emphasis in Sec. 222(a) are designed to add to the total effectiveness of the career guidance effort.

Fourth, community/school system partnerships. Career education has clearly demonstrated both the ability and the willingness of a wide variety of community organizations to work with the education system in constructive partnership aimed at assisting youth in the career development process. Both the interest and the expertise of community organizations in partnership arrangements with educators in career development are present, and growing and contributing on a par with the business/labor/industry sectors of communities. Provisions for the continuing participation of community organizations in this effort should be made a part of this portion of the bill.

Fifth, the need for a National leadership/demonstration effort. Many new, promising approaches to career guidance-including such elements as use of microprocessors, teacher/counselor working relationships, adopt-a-school, parental involvement, overcoming bias and stereotyping in career decisionmaking, and placement/followup procedures are now becoming prominent on the scene in career guidance and career education. A sudden infusion of new Federal career guidance funds, unaccompenied by any sound National leadership effort, is almost certain to lead to confusion in local practices and a wide variety of inefficient approaches to "rediscovering the wheel." A National leadership effort is needed to assure both the integrity and the effectiveness of Title II, Part C.

The Association recommends the following changes:

Title I, Statement of Purpose, Sec. 101.(b) between (1) and (2), p.4, insert: "to provide awareness and exploration opportunities that develop employability skills and a familiarity with the job market and prepare students to make informed selections of vocational-technical programs."

Title I, Authorization of Appropriations, Sec. 102.(c), p.6, change to read: "There are authorized to be appropriated an amount not be less than $50,000,000 for fiscal year 1985, not to be less than $60,000,000 for fiscal year 1986, not to be less than $70,000,000 for fiscal year 1987, and such sums as may be necessary for each succeeding fiscal year to carry out Part C of Title II."

Title II, Part C—Comprehensive Career Guidance and Counseling Programs

Change Sec. 221(a), p. 24 to read:

"From the sums allotted to States for this part pursuant to Section 104, the Secretary shall reserve 20 percent for use in conducting a National leadership effort on the part of the Department of Education to include demonstration grants made to states, organizations, and individuals. From the remainder, the Secretary is authorized to make grants to States to assist them in conducting career guidance and counseling programs authorized by this part. No more than twenty percent of the funds received by the state education agencies for this part can be spent on Sec. 222.(b), (2) with a minimum of eighty-five percent allocated for basic grants to those local education agencies that apply for them. Funds for Sec. 22(b)(1) and (2) may be used for community partnership efforts with community organizations interested and involved in providing sound career guidance and counseling to youth and adults.

Change Sec. 222(a), p. 24 to read:

"Grants to any State under this part shall be used, in accordance with State plans (and amendments thereto) approved under sections 411(d) and 421(c), for programs designed to improve, expand, and extend comprehensive career guidance and counseling programs to meet the career development, vocational education, and employment needs of all students, K-12, as well as all persons in adults education programs. Such programs shall be designed to assist individuals:

(1) To become aware of and capitalize on relationship between education and work in all subjects at all grade levels;

(2) To acquire and utilize productive work habits aimed at helping students achieve more both in their school work and later in their chosen occupations;

(3) To acquire and utilize a personally meaningful set of work values leading to a desire to work;

(4) To acquire a basic understanding and acceptance of the American system of private enterprise—including the role and function of organized labor in that system;

(5) To develop understanding of their career interests, abilities, and values in relationship to both educational and occupational opportunities related to the student's expressed career preferences;

(6) To acquire career planning/decision-making skills and job seeking/finding/getting/holding skills that will be useful whenever occupational change seems to be called for throughout life;

(7) To acquire skills that will enable the person to make productive use of leisure time—including work performed as community volunteers;

(8) To acquire skills needed and useful in overcoming bias and stereotyping as deterrents to full freedom of career choice."

Insert in Sec. 222.(b)(1), p. 25: "instructional activities and other services at all educational levels, K through adult, to help students with the skills described in paragraphs (1) through (8) of subsection (a)".

Insert in Sec. 222.(b)(3), p. 26: "projects which provide opportunities for counselors and teachers to obtain firsthand experience in business and industry, and projects which provide opportunities to acquaint students, K through adult, with business, industry, the labor market, and training opportunities."

Title III, National Center for Research in Vocational Education, Sec. 304.(b), before (A), insert the following paragraph: "conduct applied research and development on problems of national significance in pre-vocational education at the elementary levels;"

Title IV, Part A, State Advisory Council on Vocational-Technical Education, Sec. 402(a), p. 63, stipulates that "Any State which desires to participate in programs under this act for any fiscal year shall establish a State advisory council appointed by the Governor or in the case of States in which the members of the State Board are elected (including election by the State legislation) by such Board."

Add to the composition of the state in this section be inserting between (5) and (6) on p. 64: "a representative of elementary education agencies in the state, the level at which self awareness and career awareness activities (pre-vocational skills) are initiated."

Title IV, Part B—Planning and Applications, Three-Year State Plans, Sec. 411(c)(2), p. 69, amend to read: "set forth goals to be achieved during the three-year period of the plan which will help ensure that vocational education programs, as well as pre-vocational and employability skills development, assisted under this Act . . ."

The Association is grateful for the opportunity to present its recommendations for this important legislation. We are available to you for further information or discussion.

Of the 16,000 school districts in the nation, over 9,000 are implementing the concept of career education. For a young concept, we feel these figures in themselves reveal the acknowledged usefulness of career education. Considering the mandate we have today for relevancy in education, for productivity, for new and old essentials in education to achieve economic and personal goals, we feel we have offered tried and proven formulas to strengthen the "Vocational Technical Education Act of 1983."

THE AMERICAN ASSOCIATION OF CAREER EDUCATION, INC.

The American Association of Career Education was incorporated in the District of Columbia, August 25, 1981 and has the status of a tax exempt organization under IRS Code 501(c)(3). The main purpose of the association is to provide national and State leadership for career education.

The association exists to: Promote and articulate career education goals at all levels of education and among all support organizations and agencies; collaborate with community organizations; communicate and disseminate effective career education practices, strategies and products which have become known to the corporation through newsletters, conferences and similar vehicles; provide leadership in improving the standards of professional services in the field of career education; bestow honors and awards in recognition of meritorious performance in the field of career education; and create cooperative ventures with state and local organizations and with industry to establish career education programs utilizing community resources.

Excerpted from Articles of Incorporation.

PREPARED STATEMENT OF FREDERICK J. WEINTRAUB, ASSISTANT EXECUTIVE DIRECTOR, DEPARTMENT OF GOVERNMENTAL RELATIONS, THE COUNCIL FOR EXCEPTIONAL CHILDREN RESTON, VA.

We thank the distinguished members of the House Subcommittee on Education for the opportunity to testify regarding the reauthorization of the Vocational Education Act. The Council for Exceptional Children (CEC), representing some 50,000 professionals in the field of special education, is committed to the advancement of vocational education for exceptional persons. It is our primary purpose today to offer recommendations to further that advancement. But let us first present a very brief legislative background from the standpoint of our perspective on behalf of exceptional persons.

BACKGROUND

The federal role in vocational education in public schools began with Smith-Hughes Act of 1917. This Act allocated funds to states to encourage high schools to provide more practical occupational training.

The Vocational Education Act of 1963 and the subsequent 1968 Amendments made major changes in federal vocational education policy. The 1963 Act targeted aid toward particular disadvantaged groups. The 1968 Amendments specified that at least 15 percent of each state's basic grant be used for disadvantaged students, at least 10 percent for handicapped students, and at least 10 percent for post-secondary and adult education.

Public Law 94-482, the Education Amendments of 1976, made no changes in the basic goals and purposes of the Vocational Education Act. However, it increased the set aside for the disadvantaged to 20 percent and to 15 percent for postsecondary and adult education. It retained the 10 percent set aside for the handicapped and increased pressure on state and local agencies to serve handicapped individuals in vocational education program. Public Law 94-482 requires that federal dollars spent under the handicapped set aside be matched with state and local dollars to pay for the excess costs of services for handicapped students.

Furthermore, Section 107 of Public Law 94-482, requires State Plans which (1) describe programs and services for the handicapped; (2) describe how these programs and services are to be coordinated in conformity with the handicapped student's "individualized educational program" as required by Public Law 94-142; and (3) describe how all of the preceding are consistent with the State Plan for education of the handicapped as required by Public Law 94-142.

Other significant components of Public Law 94-482 include: assurances of handicapped representation on the National Advisory Council on Vocational Education; and an information system which yields data on the status of the handicapped in vocational education programs.

It is clear, given the nature of the statutes as they exist today with respect to handicapped youth, that the Congress was convinced of all of the following:

Handicapped youth were not enjoying anywhere near satisfactory access to vocational programs.

The ten percent set aside was necessary if this inequitable access were to be reversed.

Even with the set aside, state and local dollars were not being generated; therefore, a statutory match was required.

It was necessary that the vocational education of handicapped children be coordinated with the larger mission of Public Law 94-142, thus the requirement of conformance with the individualized education program.

WHAT PROGRESS?

CEC observes that progress, though most limited, is evidenced as a result of the action taken by the Congress in the late 1960's and mid 1970's. Available data from the National Center for Education Statistics (NCES) indicates a disturbingly slow but nonetheless steady rate of increase since 1974 in the numbers of handicapped youth served.

Total of handicapped enrolled in vocational education

1974-75	263,064
1975-76	284,065
1976-77	344,041
1977-78	360,151
1978-79	235,988
1979-80	490,575
1980-81 [1]	554,176

Handicapped as a percentage of the total enrollment

	Percent
1974-75	1.7
1975-76	1.8
1976-77	2.1
1977-78	2.1
1978-79	2.5
1979-80	2.6
1980-81 [1]	3.3

[1] Preliminary data, NCES.

Moreover, there is a correspondingly slow, but steady increase since 1974 in the commitment of federal, state and local resources for the vocational education of handicapped youth.

Federal expenditures:

1974-75	42,813,946
1975-76	42,269,056
1976-77	44,758,161
1977-78	44,769,374
1978-79	53,140,457

1979-80	63,063,123
State and local allocations:	
1974-75	56,119,820
1975-76	71,638,876
1976-77	76,319,671
1977-78 [1]	187,843,929
1978-79	121,163,367
1979-80	132,194,946

[1] Probably reflects confusion in states with data reporting requirements.

Thus, since the Congress created and later strengthened the set aside, both total funding and enrollments of handicapped students have grown. Indeed, a relatively small investment of federal dollars has resulted in increased state and local agencies investments. On the other hand, it should be noted that by way of comparison of use of available state and local funds, there is a greater dependency on federal funds for vocational programs that serve special needs populations, such as the handicapped, than for the overall vocational program.

As previously mentioned, a slow increase in enrollments can be observed. However, what remains most disturbing is a review of comparative totals. Namely, handicapped children and youth in special education now represent 9.5 percent of the total school age population in the nation. However, handicapped youth still only represent 3.3 percent of the total enrolled population in vocational education.

SET ASIDE FOR HANDICAPPED YOUTH

Mr. Chairman, this committee is probably aware of the general position of The Council for Exceptional Children with respect to the federal approach to handicapped youth in the vocational education statutes. In 1968 we came before the Congress to express deep concern over the lack of accessibility for handicapped youth within the vocational instructional systems. In early 1975, prior to enactment of Public Law 94-482, we reported that only minimal progress had occurred in the early 1970's; and we urged the Congress to signficantly strengthen the potential of the set aside by requiring some sort of match with state and local resources. We have been most appreciative that the Congress has remained sensitive to the appropriate participation of handicapped youth in vocational programs through both the creation and strengthening of the set asides.

In March of 1975 we stated in testimony before the Congress: "Mr. Chairman, we are not committed to any particular legislative 'modus vivendi,' so long as the essential objective is achieved." That remains our position today. Certainly all statutory approaches to a particular problem are to a degree imperfect. If it can be clearly and convincingly evidenced that a better approach than the use of a set aside is available toward achieving the full participation of handicapped youth, then the Council is ready to listen. However, we remain committed to the set aside approach in the absence of any such convincingly better vehicle.

Mr. Chairman, there are recommendations coming from some quarters to remove the set aside for the handicapped. What is interesting in the proposals being offered for removal of the set asides is the total absence of any responsible alternative toward achieving improved participation for handicapped youth in vocational education.

At the same time, Mr. Chairman, we observe the recommendation coming from respectable quarters that the federal mission in vocational education be totally redesigned to be essentially a program for disadvantaged and minority populations, including the handicapped. The argument is made that vocational education's record for serving women, the handicapped and minorities is alarmingly poor and, therefore, all federal vocational education resources should be directed to such populations.

We are frankly not without sympathy for the case made by those who would refocus for a disadvantaged-only federal thrust. However, we have consistently remained loyal through the years to the basic "all population" approach. It is out position today that CEC will work with all of its resources in one last attempt to make the Vocational Education Act work for all Americans. In that context, we would like to briefly today recommend a number of changes in the existing statute.

First, we wish to reiterate our support for the set aside approach, and we would like to recommend consideration of enlarging the percentage factor of that set aside. Moreover, we endorse the continuation of both the matching requirement and the excess cost requirement within the set aside. We do acknowledge that there are problems with the implementation of the matching component in relation to the excess cost provision. But such problems do not diminish the soundness of the excess cost principle; and we offer our services to the Congress toward achievement of a clarification of the excess cost of factors.

With respect to all of the basic existing elements of the set aside, a survey conducted last year by the House Select Education Subcommittee has been instructive. The survey was directed to persons in State Departments of Education who are directly involved in the implementation of the set aside provisions for handicapped youth. Responses to the survey were received from 28 states, the Virgin Islands and the District of Columbia. Respondents were asked, among other questions, how set aside funds were used; and what would be the effect of the elimination of the set aside and the matching requirements.

CEC's review of the raw data found that the following responses were consistently repeated:

"The majority of the funds are used for support services for handicapped students in mainstream vocational education programs.

"Elimination of the set asides would cause a 30 percent to 60 percent decrease in enrollment and support services for handicapped students, with a few states indicating an eventual complete dismantling of support services.

"A matching requirement should be maintained, however, consideration should be given to the inclusion of a waiver provision which would address the needs of small and rural areas who may experience difficulty in meeting the match.

"Elimination of the matching requirement would in some cases cause a signficant decrease in services to handicapped students."

The clear response to the question of set asides was that they should be preserved because they have initiated a positive trend in expanded access to vocational programs for handicapped students.

The use of the work "initiated" is useful in characterizing what has and has not occurred. Long standing barriers have been breached. However, our members across the nation report that the struggle is still before us to achieve full access and program.

We would also like to mention that we hear in some quarters of efforts to increase the percentage designated for the post-secondary set aside. If this is to be done by the Congress, we would recommend that a percent of funds within such a set aside be reserved for handicapped youth and adults.

EQUAL ACCESS

We observe that while the vocational education statutes contain a fiscal set aside for handicapped youth, nowhere is there a mandate to achieve equal access for handicapped youth, whether as a matter of overall purpose in the Act, or as a requirement of state plans, or as a requirement of local applications. However, equal access language be included in all appropriate sections of the Act.

STATE AND LOCAL LEADERSHIP

We would like to recommend that the Act be amended to strengthen leadership at the state and local levels in all aspects of vocational education of handicapped youth. We have observed a notable lack of such leadership, both professional and advocate, across the nation.

The Council is most pleased that the Congress previously provided for the presence of persons with special knowledge, experience or qualifications with respect to the special educational needs of handicapped persons on both the national advisory for vocational education and the state advisory committees for vocational education. We would ask that the Congress now make a requirement for a similar presence on the local advisory committees.

In the administrative area at the state level (Section 104) we would urge the Congress to require an administrative function for the education and training of handicapped youth within the sole state agency required by the Act. It is now our feeling that only through this kind of clear directive can we begin to guarantee the leadership expertise necessary to move handicapped participation forward in each state.

All information indicates that programming for handicapped youth in vocational education at the state level is still in the developmental stage. Therefore, continued short and long term planning by the states is essential. We have certain recommended improvements to the statutes pertaining to the required five year plans (Section 107).

For example, we observe that the law clearly provides for the participation of a number of representatives of state agencies and programs in the formulation of the state plans. Examples would be: a representative of the state agency having responsibility for community and junior colleges, a representative of the state agency having responsibility for institutions of higher education.

As the members of this panel will know, every state has a special education department within its state education agency. Moreover, these departments have the day by day responsibility for implementation of Public Law 94-142, the federal Education for All Handicapped Children Act of 1975. Given the fact that the vocational education statutes as they now exist clearly call for coordination in both planning and program between Public Law 94-142 requirements and federal vocational education requirements for handicapped persons, we urge the Congress to require the participation of a representative of the state special education agency in the formulation of state vocational plans.

SPECIAL PROGRAMS

The existing Act provides some very important special program targets, authorized either as required or allowed uses of monies by the state, or as authorized special grants to the states from the U.S. Secretary of Education (Subparts 2 and 3 of the Act). Targeted areas include: work study programs; cooperative vocational education programs, research; exemplary and innovative programs; vocational guidance and counselling; and vocational education personnel training.

Again, since we have gone nearly 15 years with only minimal progress for handicapped youth in vocational education, and also because of the importance of each of these targeted areas for handicapped youth, we urge the Congress to place a statutory presence for the handicapped in each of these aforementioned categories. We use the work "presence" because we would like to discuss with the Congress that best approach which might be taken in each targeted category, ranging from an actual fiscal set aside to other forms of required participation. We are certain that the members of this subcommittee will fully appreciate the critical importance for handicapped youth in the development of programs in such areas as cooperative vocational education.

THE FEDERAL ADMINISTERING AGENCY

The law authorizes an agency within the U.S. Department of Education to administer programs of occupational, vocational and adult education. Further, organizations such as CEC which labored diligently for creation of a cabinet-level department for education were careful to assure that this administrative function resided at the top of the bureaucratic ladder, with an assistant secretary reporting directly to the secretary of education.

It has been most disturbing to the Council that through all the years since initial creation of the set aside for handicapped youth there has been a near total absence in that agency at any given time of: someone with broad-based experience and expertise in the education of the handicapped; and someone clearly in charge of program administration and monitoring of the vocational education program for the handicapped.

The continuing lack of action by the Executive Branch in this respect forces us to now request of the Congress statutory action to fill this glaring gap.

We urge the Congress to authorize the designation within what is now the Office of Vocational and Adult Education of a person charged with administration of the entire federal thrust for the handicapped mandated by this law, including responsibility within that office for monitoring, information gathering and evaluation, the information gathering to be in conjunction with the National Center for Education Statistics. Further, we would urge that this person be required to report directly to the Assistant Secretary for Vocational and Adult Education.

INFORMATION NEEDS

The Administration in its proposal of last year would liquidate the Vocational Education Data System (VEDS). We find this proposal truly harmful. In the areas where programming is still in a developmental phase, such as that for handicapped youth, the Congress and the people have a need for, and a right to regular and dependable progress reports on a national basis. Beyond the Administration's extreme proposal, we observe that certain parts of the Vocational Education Data System were effectively shut down in 1981.

Mr. Chairman, it is through precise and accurate information that we are able to make a year by year judgment relative to real as opposed to imaginary progress toward full program participation by handicapped youth. It is not enough to have a gross percentage of participants along with some macro fiscal data. We need to know in what sort of programs youth are placed, and in how restrictive an environment. We need to know precisely what handicapped youth are being prepared for in the world of work, and what cooperative agreements with business, labor and public employment program are considering the needs of the handicapped in a meaningful manner. We need to know not only enrollment rates, but drop out rates—and in precisely what types of programs we need hard data on job placement and job retention.

We are, therefore, requesting more precise guidance from the Congress to the agencies with respect to information needed on an annual basis respecting all aspects of the participation of handicapped youth. We would urge the Congress to go even a step further. The law now requires an annual report to the Congress on the "status of vocational education" in the country. To achieve maximum attention and visibility for this crucial issue of the handicapped in vocational education, and to provide the sort of comprehensive information and assessment which is clearly needed, we recommend that a report to the Congress on the status of the handicapped in vocational education be required in 1985 or 1986.

PERSONNEL DEVELOPMENT

Unfortunately, the complaint is commonly heard around the nation that vocational education practitioners are sadly unprepared professionally for the education and training of the handicapped. With equal vehemence, the complaint is offered that special educations are untrained in important aspects of vocational programming and instruction. These are not new complaints; but we have been hearing them for too long. We would like to discuss with the Congress a new subsection to be included in Section 172 of the Act, dealing with personnel development programs in vocational education. Specifically, we recommend a section which would authorize programs of profesional development which would address both the training of special education personnel in vocational education, and, vice versa, authorize programs which would address the training of vocational education personnel in special education.

CONCLUSION

Before closing, Mr. Chairman, permit us to simply cite further concerns of the Council which may have been eluded to but not specifically stated.

The removal of eligibility barriers which in effect discriminate against handicapped youth.

Intensified progress toward the achievement of the least restrictive vocational instructional setting for each participating handicapped youth.

Greater proportional fiscal participation of state and local funds.

Improved vocational opportunities for the severely handicapped student, for example, those who are both deaf and orthopedically impaired.

Assurances that training and skills developed lead to meaningful employment. Merchandising and technical programs continue to have the lowest representation of handicapped persons. The most recent data indicates that handicapped persons still represent a dismal one half of one percent of total enrollment in the apprenticeship programs.

Efficient interaction of special education and vocational education funds, federal, state, and local.

Clarification for providers of the definition of handicapped children.

Creation of a "Youth Find" program in the states, roughly similar to the special education "Child Find," such program to be coordinated with the state special education agency.

Promotion of cooperative projects with organized labor and business for handicapped youth targeted at the secondary education level and focused on work site training. Concrete success has been witnessed in the vocational rehabilitation program with "Projects with Industry." Similar such achievements must be sought in vocational education.

In summary, Mr. Chairman, we can only say, clearly and simply, that the quality of adult life for millions of our handicapped youth beyond the schoolage years is critically dependent upon the skills that they can realize through the major systems such as vocational education. We hope that this senatorial panel will consider the proposals which we offer. The Council stands ready as an organization to provide every professional resource which it can command to assist you in the performance of your legislative duties.

PREPARED STATEMENT OF NATIONAL CONFERENCE OF STATE LEGISLATURES

VOCATIONAL EDUCATION

Vocational education should be linked closely with the world of work through a coordinated effort involving the education, business and labor communities. Such an effort should be coordinated by the state in keeping with its policies and priorities for vocational education, job training and retraining and economic development.

Along with vocational education, work experience, cooperative education and career counseling should be employed for the preparation of young people in keeping with current job availability and economic development plans. Schools should be encouraged to provide both a basic and substantial educational curriculum that serves the needs of vocational education students as well as those who are college-bound. This is especially necessary as more and more occupations are requiring practical technical and cognitive skills that exceed those required in the past.

Vocational education can help new industries and revitalize old industries by providing a ready skilled workforce. At the same time, it can provide youth, minorities, disadvantaged, handicapped, women and displaced workers with greater access to the job market by training and retraining them to fill jobs in new and expanding industries. To accomplish these two goals, elements of state and local education, private industry—especially small business, labor and general government—should work together to develop the flexibility vocational education must have to adapt to the changing needs of business and industry in the states.

The National Conference of State Legislatures supports the continuation of a federal-state local partnership in funding vocational education programs. However, NCSL would urge a clear definition of the federal role, and would further urge that definition to stress access and innovation in workforce preparation and retraining to enhance economic development. Within these broad goals, the states would have the greatest flexibility in devising ways they may use federal vocational education funds in order to address their particular needs.

Each state should be allowed to determine the governance structure which best serves its vocation education needs. State statute should determine which agency or agencies shall administer federal and state vocational education programs, which board and commission shall oversee vocational education operations in the state, and how the division of state and federal vocational education funds shall be divided between levels and agencies of the state. States simply should be held accountable for the utilization of federal funds within a general framework as defined in federal law and as applied by state law to meet local and state needs. This would be a more efficient process resulting in cost savings to the states.

We are concerned that the nature of vocational education as a state-based program not be compromised in any reauthorization of the Vocation Education Act. Federal purposes in support of vocational education are best served by continuing the ability of the program to focus resources and effort on statewide priorities. In addition, vocational education policy must be developed in coordination and conjunction with both general education and other employment and training policy.

COUNCIL FOR OCCUPATIONAL EDUCATION,
Annandale, Va., November 14, 1983.

Hon. CARL D. PERKINS,
U.S. House of Representatives, Chairman, Subcommittee on Elementary, Secondary, and Vocational Education, Rayburn House Office Building, Washington, D.C.

DEAR CHAIRMAN PERKINS: Our Council wishes to thank you and your Committee for the positive and vigorous way in which you are pursuing the reauthorization of the Vocational Education Act, as demonstrated by the penetrating hearings you have just concluded on H.R. 4164. We can appreciate that the heavy hearing schedule would not afford us the opportunity to give personal testimony.

As you know, Dale Parnell, President of the American Association of Community and Junior Colleges, and Charles Wethington, Chancellor, University of Kentucky Community College System, both appeared to represent the viewpoint of the community and technical colleges.

We are extremely hopeful that adjustments in the language of this bill will adequately address the needs of the increasing numbers of adults that are attending our community colleges. You at some time during the testimony asked if the bill as written would eliminate, or at least significantly reduce, the criticism and competition for postsecondary funds.

My perception of this situation is that the increased funding level requested in H.R. 4164 to be a 100 percent increase over present funding, will alleviate the problem somewhat just because of the larger pool of money. However, it may not, and we predict will not, reduce the problem in those States with State Boards of Vocational Education which are K-12 boards and, at the same time, have jurisdiction over some of the secondary schools which offer adult programs of less than associate degree level. Relative to the vocational enrollments community colleges carry, the community college programs in those States will continue to be shortchanged in VEA support, as they presently are in many States. The attached chart makes our point graphically—showing in column five that 27 States expend less than 15 percent of the VEA funds in postsecondary degree granting institutions.

Therefore, we offer our services and expertise to your Subcommittee in trying to work out suitable language which would assure more funds flowing to those associate-degree granting community and technical colleges which are at this time being short-changed in federal vocational education act funds.

We commend your Subcommittee staff on the organization of the hearings. Though we would have desired to have more of our community college people testify, we deeply appreciate the attention that the needs of the post-secondary community have received.

Sincerely,

William C. Warren,
President, Council for Occupational Education.

Explanation of Attached Exhibits

Postsecondary/adult expenditures for grant year 1981 dated 10/17/83.

Source: Department of Education, Office of Vocational and Adult Education.

A program Memorandum OVAE/DVES—fiscal year 1983—25 issued by LeRoy A. Cornelsen, Director, Division of Vocational Education Services, displayed an expenditure table showing the expenditures of VEA funds in postsecondary institutions for the program year 1980-81 by State.

The percentage of expenditures by State in postsecondary institutions to the 1980-81 VEA State allotments are shown in colum five, Percent P/S* Expenditures. This column lists 27 States in which the postsecondary institutions are receiving less than 15 percent of the VEA funds.

From the later analysis dated 10/19/83, column four shows the actual percentage of funds expended for the combined programs within each State for postsecondary and adult programs. It is noted that only four States show an expenditure less than 15 percent. In three States the final report is not final and in one, Massachusetts, the unexpended balance of 0.09 percent was returned.

In both cases for comparison purposes, the percentages have to be taken as relative measures for the percentage in column five are based on total VEA State allotments and column four only, on the Section 102(a) allotment.

The case being made in at least a large majority of the 27 States now expending less than 15 percent of their VEA funds at the postsecondary degree granting institutes is that many students pursuing occupational education are being denied expanded opportunities because of this lack of support.

Nearly two-thirds of the 9.5 million students taking classes at the community, technical and junior colleges in 1983 are enrolled in vocational-technical courses.

POST SECONDARY/ADULT EXPENDITURES FOR GRANT YEAR 1981

Totals	Section 102(a) allotment	Required 15 percent set aside	Actual expenditures	Actual percentage	Percent postsecondary [1] expenditures
Alabama	$13,768,074	$2,065,211	$2,073,837	15.06	5.78
Alaska	1,211,798	181,770	124,303	10.26	6.07
Arizona	7,811,068	1,171,660	1,270,349	16.26	17.96
Arkansas	7,665,653	1,149,848	1,446,767	18.87	0
California	59,729,935	8,959,490	22.670.541	37.96	39.69
Colorado	8,630,663	1,294,599	3,896,970	45.15	16.41
Connecticut	8,142,702	1,221,405	1,293,065	15.88	5.85
Delaware	1,703,664	255,550	255,550	15	10.20
District of Columbia	1,698,004	254,701	254,701	15	0
Florida	25,321,185	3,798,178	5,112,341	20.19	16.56
Georgia	18,101,291	2,715,194	5,900,100	32.59	2.01
Hawaii	2,731,424	409,714	556,808	20.39	47.48

POST SECONDARY/ADULT EXPENDITURES FOR GRANT YEAR 1981—Continued

Totals	Section 102(a) allotment	Required 15 percent set aside	Actual expenditures	Actual percentage	Percent postsecondary [1] expenditures
Idaho	3,070,137	460,521	625,000	20.36	34.37
Illinois	29,765,708	4,464,856	14,367,861	48.27	24.80
Indiana	17,097,527	2,564,629	4,374,328	25.58	13.48
Iowa	9,075,174	1,361,276	3,862,064	42.56	50.80
Kansas	7,313,489	1,097,023	1,682,324	23	6.71
Kentucky	12,398,464	1,859,770	2,909,384	23.47	8.58
Louisiana	14,760,402	2,214,060	2,214,061	15	.07
Maine	3,975,883	596,382	1,814,747	45.64	36.18
Maryland	12,200,673	1,830,101	2,079,599	17.04	10.53
Massachusetts	17,669,015	2,650,352	2,635,000	14.91	7.84
Michigan	27,086,500	4,062,975	6,484,016	23.94	16.89
Minnesota	13,005,714	1,950,857	7,599,560	58.43	0
Mississippi	9,051,323	1,357,698	1,359,884	15.02	38.29
Missouri	15,919,621	2,387,943	5,041,879	31.67	23.87
Montana	2,842,258	426,339	1,243,328	43.74	0
Nebraska	5,163,714	774,557	859,658	16.65	18.99
Nevada	1,727,853	259,178	406,346	23.52	15.06
New Hampshire	2,824,968	423,745	357,530	12.66	9.78
New Jersey	18,884,326	2,832,649	3,744,044	19.83	9.62
New Mexico	4,733,675	710,051	2,235,092	47.22	73.72
New York	49,284,104	7,392,616	10,595,412	21.50	16.32
North Carolina	20,026,411	3,003,962	3,003,962	15	30.64
North Dakota	2,390,651	358,598	819,258	34.27	34.37
Ohio	33,164,362	4,974,654	7,217,607	21.76	14.73
Oklahoma	9,361,330	1,404,200	2,276,574	24.32	0
Oregon	7,205,590	1,080,839	2,529,580	35.11	34.98
Pennsylvania	35,094,048	5,264,107	5,956,132	16.97	12.31
Rhode Island	2,949,878	442,482	473,471	16.05	2.61
South Carolina	11,123,448	1,668,517	1,668,517	15	8.58
South Dakota	2,588,300	388,245	972,817	37.59	0
Tennessee	15,253,496	2,288,024	2,786,916	18.27	14.84
Texas	41,753,741	6,263,061	11,292,527	27.05	24.08
Utah	4,944,864	741,730	2,490,921	50.37	20.82
Vermont	1,790,637	268,596	270,931	15.13	0
Virginia	17,130,630	2,569,595	2,569,595	15	8.77
Washington	10,919,802	1,637,970	6,240,134	57.15	46.36
West Virginia	6,133,783	920,067	1,670,088	27.23	15.58
Wisconsin	15,614,059	2,342,109	5,570,654	35.68	43.87
Wyoming	1,252,848	187,927	143,901	11.49	23.41
Am. Samoa	181,865	27,280			
Guam	372,261	55,839	100,765	27.07	
Puerto Rico	11,649,285	1,747,393	1,747,393	15	12.78
Trust Territory	333,943	50,091			
Virgin Islands	262,646	39,397			
N. Marianas	181,865	27,280			
Total	586,045,732	102,906,860	181,148,192	26.40	

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[1] Degree institutions.

VOCATIONAL EDUCATION FEDERAL FUNDS EXPENDED AT POSTSECONDARY 2-YR DEGREE GRANTING INSTITUTIONS FOR PROGRAM YEAR 1980-81, BY STATE

	Post secondary 2-year degree expenditures (a)[1]	1980-81 VEA State allotments (b)	Percent (a ÷ b) (c)	Outlays for post secondary/adult priority (d)[2]	Percent (a ÷ d) (e)
Alabama	$875,276	$15,140,943	5.78	$2,102,144	41.64
Alaska	80,275	1,322,631	6.07	134,948	59.49
Arizona	1,543,357	8,589,941	17.96	1,249,709	123.50
Arkansas	0	8.430,025	0	1,612,486	0
California	26,071,628	65,685,845	39.69	22,670,541	115
Colorado	1,557,846	9,491,260	16.41	3,896,970	39.98
Connecticut	523,219	8,945,643	5.85	1,295,533	40.39
Delaware	191,151	1,873,543	10.20	261,154	73.19
District of Columbia	0	1,867,318	0	208,728	0
Florida	4,610,900	27,846,061	16.56	4,048,200	113.90
Georgia	400,511	19,906,243	2.01	5,792,525	6.91
Hawaii	1,426,205	3,003,785	47.48	567,300	251.40
Idaho	1,160,300	3,376,273	34.37	619,269	187.37
Illinois	8,118,000	32,733,765	24.80	14,367,861	56.50
Indiana	2,535,181	18,802,390	13.48	3,670,339	69.07
Iowa	5,070,256	9,980,096	50.80	3,469,130	146.15
Kansas	539,698	8,042,746	6.71	1,701,180	31.72
Kentucky	1,170,147	13,634,764	8.58	3,695,379	31.67
Louisiana	11,020	16,232,221	.07	2,215,343	.50
Maine	1,581,869	4,372,334	36.18	1,387,310	114.02
Maryland	1,413,384	13,417,251	10.53	1,799,191	78.56
Massachusetts	1,522,513	19,430,864	7.84	4,455,413	34.17
Michigan	5,031,286	29,787,403	16.89	7,017,537	71.70
Minnesota	0	14,302,566	0	7,598,560	0
Mississippi	3,811,466	9,953,867	38.29	1,352,838	281.74
Missouri	4,178,893	17,507,029	23.87	4,324,538	96.63
Montana	0	3,125,671	0	1,113,328	0
Nebraska	1,078,467	5,678,609	18.99	859,658	125.45
Nevada	286,143	1,900,144	15.06	269,178	106.30
New Hampshire	303,902	3,106,657	9.78	373,348	81.40
New Jersey	1,997,667	20,767,357	9.62	3,124,673	63.93
New Mexico	3,837,861	5,205,688	73.72	2,616,596	146.67
New York	8,843,642	54,198,419	16.32	7,550,232	117.13
North Carolina	6,747,032	22,023,324	30.64	3,003,962	224.60
North Dakota	903,541	2,629,032	34.37	892,812	101.20
Ohio	5,372,000	36,471,313	14.73	5,970,269	89.98
Oklahoma	0	10,294,786	0	2,193,500	0
Oregon	2,771,927	7,924,088	34.98	2,607,949	106.29
Pennsylvania	4,752,661	38,593,416	12.31	5,629,948	84.42
Puerto Rico	1,637,393	12,810,882	12.78	1,923,299	85.13
Rhode Island	84,540	3,244,022	2.61	334,096	25.30
South Carolina	1,049,684	12,232,612	8.58	1,321,403	79.44
South Dakota	0	2,846,389	0	639,661	0
Tennessee	2,489,609	16,774,484	14.84	2,786,916	89.33
Texas	11,056,915	45,917,173	24.08	8,386,677	131.84
Utah	1,132,340	5,437,936	20.82	3,220,237	35.16
Vermont	0	1,969,189	0	223,744	0
Virginia	1,652,213	18,838,794	8.77	2,598,851	63.57
Washington	5,566,685	2,008,660	46.36	6,389,740	87.12
West Virginia	1,050,623	6,745,407	15.58	2,311,228	45.46
Wisconsin	7,533,459	17,170,999	43.87	5,083,028	148.21
Wyoming	322,471	1,377,774	23.41	57,822	557.70
Total	143,895,156	752,651,187	19.12	172,996,281	83.18

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[1] Includes expenditures from all parts of the VEA.

[2] Does not include postsecondary and adult outlays included under handicapped and disadvantaged priorities, sec. 140—special programs for the disadvantaged and sec. 150—consumer and homemaking. These amounts may change since some State reports are not final.

SENATE, STATE OF FLORIDA,
Tallahassee, Fla., October 24, 1983.

Hon. CARL D. PERKINS,
Chairman, Committee on Education and Labor,
Rayburn House Office Building, Washington, D.C.

DEAR MR. CHAIRMAN: I am writing to advise you and the members of your committee of the Florida Senate's deep and vital interest in, and concerns relating to, the reauthorization of the Vocational Education Act.

We, in the Florida Senate, feel that it is of tantamount importance that the reauthorized act address the following critical issues:

1. Definition and Clarification of the Relationship Between the Federal and State Government in Providing Vocational Education—Although state funding for vocational education greatly exceeds federal funding in Florida, as well as in most other states, the highly restrictive and prescriptive nature of federal law and regulation has resulted in federal policies and priorities dictating and superseding state policies and priorities.

In states whose legislatures have not actively embraced the opportunity to guide and shape the form and direction of their vocational programs, this level of federal intervention might be warranted. The Florida Legislature, however, has been activley involved, as the state's chief policy-making body, in defining critical vocational needs and priorities. Legislation has been enacted to establish a comprehensive vocational education system at all levels of public education, to assure access to quality programs for all persons desiring vocational training, to provide a uniform management information system for vocational education, and to assure the active and meaningful participation of business and industry in the planning, funding and evaluation of vocational education through the establishment of regional coordinating councils.

In states such as Florida, excessive federal intervention results in unnecessary duplication and fragmentation of services and programs, and serves as an impediment to effective coordination of funding, planning and programming at the inter- and intra-state levels.

I cannot impress upon the committee strongly enough that, in reauthorizing the Vocational Education Act, maximum flexibility should be granted to state legislatures in the design and delivery of vocational education.

The relationship between the federal and state governments, as defined in the reauthorized act, should take the form of a performance agreement which encourages and enables the state to pursue and achieve state objectives which reflect and enhance broad federal goals. States should be held responsible for achieving mutually desirable objectives, but should not be required to adhere to any specific policies or programs to achieve those objectives. The emphasis should be upon the degree to which a state is successful in achieving agreed upon goals and not upon the procedures used by the state.

Incentives, both monitary and nonmonitary, should be granted to states which develop creative methods to achieve national goals in ways which are specifically designed to respond to each state's unique socio-economic situations.

2. Funding of Vocational Education—If the state's ability to respond quickly and effectively to state needs and priorities is to be assured, federal vocational funds must flow through state legislatures and education agencies, rather than direclty to the local education agencies. In this way, the integrity of state priorities and comprehensive planning efforts can be maintained.

3. Assessing the Effectiveness of Vocational Education—If the performance agreement concept described above is to have any meaning, valid methods to assess the success and effectiveness of vocational education must be identified and implemented. At least one such assessment model has already been developed, namely the incentive-based funding component of the Jobs Training Partnership Act (JTPA), which bases funding on performance defined in terms of the quantity and quality of job placements.

I would urge the committee to consider the feasibility and value of replicating the JTPA model for all federal vocational education funds.

I would like to take this opportunity to express my appreciation and that of my fellow Senators for allowing us to share our concerns with you relevant to this very important legislation. The decisions you make as you proceed in your deliberation of the reauthorization of the Vocational Education Act will directly affect the health and competitiveness of our national and state economies and the quality of life of our citizens. We wish you the best of luck in this endeavor.

Sincerely,

CURTIS PETERSON, *President.*

PREPARED STATEMENT OF BEA FORREST, NATIONAL VICE PRESIDENT AND COMMUNITY AFFAIRS CHAIR, WOMEN'S AMERICAN ORT [ORGANIZATION FOR REHABILITATION THROUGH TRAINING]

The Honorable Chairman Carl Perkins and Members of the Committee, Women's American ORT deeply appreciates the opportunity to submit testimony in behalf of the Vocational and Technical Education Act of 1983 (H.R. 4164). As a community based, volunteer organization of 145,000 Jewish women who support a worldwide network of vocational and technical education, we identify strongly with this legislation. As advocates and activists for quality public education, we look to you, the members of this committee to continue to provide the Congress with the leadership and legislation required to strengthen public education; to help define it in relation to our national purpose; to offer quality, modernized programs of vocational education; to provide career guidance and education to all youth; to develop partnerships with business, industry and community based organizations; to train and retrain adults in order to protect and reinvigorate our nation with a knowledgeable, motivated and competitive work force.

We commend the committee for this important piece of forward-looking legislation and while we are in basic agreement with its thrust, we should like to comment on several aspects which are in the purview of our experience and expertise. Please know that our vested interest lies only in the youth of our nation as the quality of their education and livelihoods will reflect upon the social, political and economic future of our democracy.

Allow us, at the outset, to briefly define who we are, why we care and what we do.

ORT, the Organization for Rehabilitation Through Training, is a movement of human development that has served the Jewish people for more than 100 years, training and educating two million youth and adults in a single century. At the outset vocational education provided the instrument for breaking the poverty cycle of socially and economically disadvantaged youth. Today our schools address the needs not only of the disadvantaged but attract middle class youth who are seeking new avenues of expression in this "culture of technology."

Currently, there are 100,000 students in 24 countries enrolled in 800 installations—be they appenticeship centers, factory schools, high schools or junior colleges—all geared to meet their aptitudes. ORT students know who they are, what they can do and where they are going.

ORT has earned worldwide acclaim for its vanguard, flexible and futuristic system of career oriented education for employment. A system serving a minority has to excel over given standards in order to insure job placement. It employs 5,000 teachers and administrators. It teaches over 90 skills to meet the economic needs of the countries in which it operates. It collaborates with leaders in business and industry to keep its curricula current, its equipment up to date and to place students in the workforce. It is supported by volunteer groups as well as by local governments in recognition and gratitude.

Over fifty percent of all youth in Israel are enrolled in vocational and technical education, helping to build and protect their nation; 65,000 are in ORT schools.

The World ORT Union, located in London, is responsible for the financing, administration and direction of the network. It is sharing its experience and expertise now with 34 developing countries of Africa, Asia and South America in cooperation with U.S. Aid for International Development and the World Bank—training the natives of these countries to be teachers in a variety of skills—always helping people to help themselves.

We firmly believe that an ORT education is a passport to freedom and that in the skills of work rest the dignity of man and the wealth of nations. . . .

Women's American ORT, a major contributor ideologically and financially is now in its 57th year of service. Through the activities of our 1250 chapters across the nation, we have raised the consciousness of our communities to the fulfillment young people around the world find in a comprehensive education—infusing vocationalism with humanism. The social unrest of the 60's and 70's borne in large measure out of the technological revolution, spearheaded our campaign into the American community. Did we not have an experience to share with the youth of our country who questioned their identity, their values, their lifestyles and the relevance of their education to themselves and to the market place?

For some ten years, our objective has been: To help our country right the social inequities of the disadvantaged by encouraging quality vocational education as a social tool to break the poverty cycle, by sharing our ORT experience and expertise. To encourage quality vocational education as an option for the youth of middle America by serving as the public education arm between school and community in helping to reshape parental and community attitudes about vocational education. Our strategy to democratize our educational caste system is to function independently and collaboratively at the Federal, State and local levels.

With the development of the concept of career education during this period, we embraced its philosophy and became active at the National level in fostering the conceptualization of career education as a community partnership effort. We mounted an active campaign to assist in its implementation in local schools across the country. Then, and now, we view, career education as a national movement for educational reform at a time of mounting crisis in public education. It provides motivation for learning by relating the marketplace to the basics. It gives students an appreciation for work. It harnesses the energies and talents of the community, bringing the community to the classroom and the classroom to the community, helping youth to chart their careers. It is the bridge to inspiring them to pursue vocational and technical education by providing career awareness and guidance in the early years.

Women's American ORT is a national voice for quality public education and strongly believes that career education and vocational education are two major vehicles for improving its quality and delivery. (We are attaching documentation outlining our commitment and participation.)

Ten years ago, we published "An Educational Bill of Rights" (enclosed) which focused on the issues now contained in a number of "Blue Ribbon" Reports on Education. We pointed to the erosion of support for public education—calling for a massive effort to save our schools by revising concepts, methodologies and curricula warranted by new technologies and scientific information. What is at stake, we declared, is not only the well being of our youth but the future or our nation which depends upon the knowledge of its citizens. We believe that equality of educational opportunity is a practical idea. . . . that all have an equal right to discover and develop their particular potentiality. We called upon our government, business, industry, labor and the community-at-large to rally in a massive public effort to resolve this crisis.

We believe that the strength of our democracy is dependent upon a literate, socially conscious and economically independent citizenry. Preserving the democratic ideas and ideals for which our country stands is our motivating force!

We, in Women's American ORT look to you, the members of the Subcommittee on Elementary, Secondary and Vocational Education of the Committee on Education and Labor, to help our Nation develop its human resources—the young people of our country—through continuing Federal leadership and legislation for the development of quality public education programs. Thank you.

COMMENTS ON H.R. 4164—PART C COMPREHENSIVE CAREER GUIDANCE AND COUNSELING PROGRAMS PAGE 24, 25

Women's American ORT commends the intent to have comprehensive programs of career guidance and counseling that will consist of instructional activities and other services at all educational levels. It is crucial to the preparation of thinking, productive members of society that such activity not wait to begin at the secondary level.

We suggest the legislation make it clear that funds can be used to support career guidance for all pupils at both the elementary and secondary school levels.

We suggest also a minimum appropriation level for this part since career guidance and counseling is fundamental and pivotal to all parts of this bill, and we would insert an even stronger career education emphasis.

We suggest providing explicit provisions encouraging the participation of community/school system partnerships in career guidance.

We suggest that teachers as well as students and guidance counsellors obtain firsthand experience in business and industry.

We suggest creating a National leadership/demonstration component holding promise of encouraging and discovering new and more effective ways of delivering career guidance.

In general, we are supportive of this legislation and recommend that the language clarify in all of the titles of the ACT that it is not only guidance and counselling that takes place "at all educational levels" but also instructional activities.

ACTIVITIES OUTLINING WOMEN'S AMERICAN ORT'S COMMITMENT AND PARTICIPATION IN BEHALF OF VOCATIONAL AND CAREER EDUCATION AND INVOLVEMENT

National affiliation (Past and Continuing):

The American Vocational Association Winner of 1980 AVA Guidance Division Award Providing ORT Exhibits at their Annual Conventions. Supporting legislation for vocational education.

National Advisory Council on Vocational Education and National Advisory Council on Career Education: Attending their meetings and making ORT presentations State Advisory Councils on Vocational and Career Education. Representation of eight (8) such councils.

American Association for Career Education: National membership and representation.

U.S. Office of Education—Office of Career Education: Invited to participate in series of Mini Conferences in 1978 which resulted in Monograph entitled "Women's American ORT and Career Education"—with some 15,000 copies distributed nationwide. Invited to participate in mini conferences with 15 other community based organizations to further define and establish career education as a community partnership effort.

Providing testimony at levels of government and to School Boards.

The media: Innovating four (4) radio shows for youth entitled "So You Want To Be" in Miami, Milwaukee, Hudson Valley (N.Y.) and currently in New York City. Appearance on Phil Donahue Show which received enormous response from youth and parents. Spot announcements on major and local networks. ORT films depicting the social and economic contribution of vocational education. Letters to the Editor. Cablevision—panels and interviews highlighting education in Long Island, Memphis and Jacksonville.

Tours of ORT schools by public officials: Most recently by the Governor of New Jersey visiting in Israel. Connecticut State Advisory Council on Vocational Education toured ORT schools in France and Israel and brought back recommendations to their State Board of Education based on their findings.

MEGA conference: Making Education Grow with America—a national conference held in Louisville, Kentucky, in June 1983. ORT on Planning Board and represented by 10 leaders across the country. Conference attracted 1500 representatives from the educational, business, industrial, labor and government communities in a collaborative effort to continue the momentum for partnerships to retool American education.

Local activities (Past and Ongoing), (Involving 1250 Chapters nationwide).

Sponsoring Panels for the Community: Options in Education, Women in non-Traditional Jobs, Career Opportunities, How Secure is Our Democracy.

Awards to Outstanding Students in Vocational Education Presented at major ORT functions to include student, parent and teacher.

Sponsor and Organize Career Fairs in Schools and Shopping Malls, in communities across the country, and in collaboration with the Girl Scouts of America in Philadelphia.

Recruit and Develop Resource Pools for Classroom Career Exploration.

Organize Community Coalitions for Career Education: First of its kind in Dade County (Fla.) and Arlington, Va.

Participation in Adopt-a-School Programs.

Participation in Education Conferences: First State Career Education Conference of its kind with a community based organization in Ohio and New Jersey.

Organize meetings with State and local officials in behalf of quality education.

Produced Handbook of Occupational Opportunities for youth and the community in Indiana and now in Texas.

Evaluated Dade County 5 year Master Plan for Career Education.

Sponsored a mobile exhibit at County Fair in Dade County in collaboration with the Alliance of Career Education.

Serve on local school advisory committees.

WOMEN'S AMERICAN ORT

An Educational Bill of Rights

Preamble

THE PUBLIC EDUCATIONAL SYSTEMS of our nation are in the grips of a deep-seated and a mounting crisis. Our institutions are failing disastrously to make the adjustments in concepts, in methodologies, in curricula and in techniques warranted by the advent of technology and science and the attendant changes in manpower needs, lifestyles and the aspirations of the generation of students — present and future.

There is a wide and a widening hiatus between curriculum and relevancy. Among students, its product is frustration, lagging interest, a scandalous and unattenuated drop-out rate, emotional debilitation. Among parents with material means, there is now a pronounced movement to withdrawal of their children from the public schools in favor of an increasing number of private educational facilities from kindergarten through the secondary school level — and beyond.

THE SOLUTION FOR THE INDIVIDUAL IS NOT SUFFICIENT AS A SOLUTION FOR SOCIETY!

Given the magnitude of its dimension, the problem is not individual but societal.

► What is at stake is the well-being of our children, the assurance of the purposeful and fulfilling future which is their birthright in a democratic society!

► What is at stake is the health of our children — physical and emotional!

► What is at stake is industry and commerce and the quality of management, of government, of industrial and agricultural productivity itself, all of which, today, more than ever, depend upon range and the quality of knowledge and skill, i.e., upon the intellectual and manual equipment of society's producers!

► What is at stake — what is imperatively at stake, is democracy, is the democratic society and way of life, which rests upon the knowledgeability of its people and of its youth, upon their capacities for judgment, to discern, to reason, to make choices, to articulate, yes, to read and to write and to do sums!

► What is at stake is society itself — our future — the future of society through our generation and future generations of our children!

This crisis will not be met by individual or spasmodic solutions. It will not be met by fatalistic resignation; nor by a desertion of our educational institutions.

Because we believe that education is among the first of our society's priorities, that education must be viewed as one organic whole so that the academic and vocational spheres are drawn together and inter-related;

Women's American ORT calls first, upon our federal and state and municipal governments to instantly and imperatively address themselves to this greatest of threats to our society.

We call upon industrialists, businessmen, labor unions, to take cognizance of the crisis and its implications and to direct their energies and their support to remedial measures and solutions.

We call upon civic and educational organizations — and indeed upon every citizen of our nation — to rally in a massive public effort to summon action, to resolve this crisis — in the neighborhood school and throughout the nation.

Toward these ends, we issue this call, this appeal, and set forth these criteria, these irreducible aims, whose achievement will be equated with the resolution which our nation and our well-being demand.

We believe that full equality of educational opportunity is a practical ideal. We believe every person can be better-than-average at something — that all have an equal right to discover and develop their particular potentiality. Therefore:

(I) Every young person has a right to know what he or she can do — an accurate profile of his or her particular strengths and possibilities.

(II) Every young person has a right to an equal opportunity to develop his or her particular talents fully — whether they be primarily verbal or manual.

(III) The ways people learn are as diverse as their fingerprints. Every young person has a right to be taught in a way that is reasonably appropriate to his or her particular learning style.

(IV) Every young person has a right to know where and how he or she may apply his or her particular skills and aptitudes most profitably and appropriately. He or she should not unknowingly prepare for vanishing job opportunities.

(V) Every young person has a right to know how next to secure employment on his or her own. No young person should be obliged to depend exclusively on the effectiveness of institutional placement.

(VI) Every young person has a right to learning in a form that is reasonably compatible with and thus transferable to other learning systems in institutions or in the world of work.

(VII) No young person, because of some limiting supposition about his or her potential, should be arbitrarily excluded from exposure to all major disciplines. Every student should be equipped to participate in a whole of human enterprise — not just part of it.

(VIII) Every young person has a right to be liberated from an enslaving sense of uselessness by learning a marketable skill appropriate to his or her particular possibilities.

(IX) Every young person has a right to be liberated from a sense of futility by an understanding of the liberal arts, the arts of meaning.

(X) Every young person has a right to be liberated from a sense of limitation by an awareness of the fine arts, the arts of transcendence.

Prepared Statement of the National Urban League, Inc., Office of the Vice President for Washington Operations, the Vocational-Technical Education Act of 1983

The Office of the Vice President for Washington Operations of the National Urban League submits the following statement for the record of hearings on H.R. 4164, The Vocational-Technical Education Act of 1983.

The National Urban League is a non-profit community service organization with 110 affiliates in 34 states nationwide. For over seventy years we have been committed to seeking equal opportunities for the poor and minorities in all sectors of society. In accordance with this commitment, we have had a long interest in vocational education. In our estimation, vocational education holds significant potential for community economic development, especially for those communities whose disproportionately high unemployment rates continue to beset blacks and other minority populations.

Our interest in vocational education is based on a fundamental principle: that only through education and training can the cycle of poverty be permanently broken. For black America, the principle has a unique relevance and a particular urgency. We are therefore pleased to submit this statement on the proposed reauthorization of the Vocational Education Act.

The National Urban League stands firm in its belief that state and local federal resources must be channeled where they are most needed. We are therefore seriously concerned about a number of components of H.R. 4164 and conclude that this proposal falls far short of effectively improving the vocational education system while specifically hampering the provision of services to the disadvantaged.

First, we oppose the bill's requirement for a separate authorization for disadvantaged youth in Part E Title II. The proposal eliminates the current setaside and caps spending for the disadvantaged and handicapped at $325 million. The $325 million for disadvantaged and handicapped services is unacceptable. The amount is less than the fiscal year 1983 amount spent for the same purpose; and, because it requires a separate appropriation, carries no guarantee that the disadvantaged will be funded at suggested levels.

Second, H.R. 4164 unfortunately maintains the current system's interstate distribution formula which inadequately targets these areas most in need.

As stated in testimony developed by the Federal Education Project of Lawyers Committee for Civil Rights Under Law, Charles Benson and Gareth Hoachlander in the "Description Study of the Distribution of Federal, State and Local Funds for Vocational Education" for NIE concluded, for example:

The formula based on per capita income does not drive federal funds to states that have concentrated populations for low-income youth or unemployed persons. The greatest concentrations of urban poverty are in the northeast and northcentral regions of the country which have relatively high per capita income.

The formula results in favorable treatment for states with low unemployment rates, and it does not recognize the needs of states whose populations are declining because of industrial closings.

Federal monies are in practice spread far too thinly to cover nearly all eligible secondary and post-secondary recipients. Not surprisingly, economically-depressed school systems and those with high minority enrollments get little, if any advantage over wealthier and predominantly white school systems. Even where federal statutory mandates for targeting money are complied with, these mandates cover only the federal monies, which constitute less than 10 percent of all vocational educational dollars. Moreover, the federal requirements apply only to the state-to-local distribution and not to the allocation of dollars within a secondary school system. Once the federal money reaches the Local Educational Agency (LEA), there is neither a guarantee, nor a requirement that the money be targeted to schools in the poorest neighborhoods with the highest unemployment, or to students with the greatest need for job training.

The current interstate allocation formulas in addition to the limited provisions for Part E Title II will be particularly detrimental to services to those most in need.

In practice, the purpose and intent of the federal Vocational Education Act has been nearly impossible to carry out. For blacks, whose unemployment rates are continuously higher than other groups, vocational education has been unable to provide substantive opportunities. Financially distressed school systems in economically distressed areas remain ignored by a well-intentioned program that remains today sprawling and uncontrolled. H.R. 4164 does not remedy this situation.

While the theory behind vocational education remains relevant, and while in many instances vocational education has been tested and proved, the full potential of the program—especially for blacks—remains unseen. To make for a more workable administrative structure, burdensome monetary investments will not necessarily be required. Nor must time-consuming studies be commissioned or bureaucratic structures shifted and altered. What will be required is a more focused and clear understanding of what it is that vocational education is suppose to accomplish. Properly utilized, vocational education could be a major force in curbing unemployment, stimulating American growth and revitalizing our urban and industrial centers.

The National Urban League shares the concerns of the Federal Education Project of the Lawyer's Committee for Civil Rights Under Law as outlined in testimony presented by Associate Director Janet Wells on November 3, 1983.

OCCUPATIONAL FORECASTING, INC.,
Fairfax, Va., November 17, 1983.

Mr. J. F. JENNINGS,
Counsel, Subcommittee on Elementary and Secondary Education,
Rayburn House Office Building, Washington, D.C.

DEAR SIR: Thank you and Ms. Kober for the copy of H.R. 4164, and the opportunity to comment on this most significant legislation. I regret not knowing of the Hearings in time to appear before you, but, I understand these written comments will be considered.

In view of the limited time now remaining, I have concentrated my analysis on what I feel is perhaps the single most important area of the proposed legislation—Title III, Sec's. 301 and 302. My comments are attached—with a few pieces of literature on my work in a number of states.

If you should wish, I would appreciate an invitation to meet with you and to comment further on this Title and perhaps some others. Again, thanking you for this privilege, I am

Very truly yours,

W. CLYDE HELMS, Jr., *President.*

COMMENTARY

My criticisms of the federal government occupational, educational, and employment information systems have been widely publicised in most categories of the news media, and in testimony this past Spring before the House Science & Technology Committee, Subcommittee on Special Investigations and oversight, Chaired by Congressman Albert Gore; and, The House Small Business Committee Subcommittee Hearings on General Oversight and The Economy, Chaired by Congressman Berkely Bedell. This Testimony was authorized by me for incorporation into the House Hearings on Technology and Employment. Enclosure (1) is a copy of that Testimony.

These criticisms have been directed principally to the Dictionary of Occupational Titles; The Occupational Outlook Handbook; the nation's industrial apprentice training programs, as delimited by CFR, Section 29.4 and published in The Federal Register, Tuesday, March 11, 1980; the Vocational Education Codes and Data System (VEDS); the Department of Commerce Standard Occupational Codes (SOCs); and the Bureau of Census Current Population Survey Unit employment survey statistics. The interdependence of these data and systems is discussed in Enclosure (1). I would be glad to amplify that information if the Subcommittee should wish me to discuss these.

I urge you to give the matters set forth in the Enclosure and here the most serious consideration. Title III of the proposed Bill is unworkable. It should be suspended until a system that will provide useful, current occupational information can be defined by The Congress. I do not believe the three federal departments referred to here can do that.

Failures of the Department of Labor staffs to develop a computer based job bank are known to staffs of computer corporations here in the Washington area—who regard such attempts by those staffs somewhat ludricrously. It does seem somewhat curious that the Subcommittee is not aware of this . . . At this time of such great change and challenge to the education and training institutions and systems of the nation, publication of this Title III will be seen retrospectively as an historical disservice to the nation.

Deficiencies of the NOICC and SOICC have been discussed with me by more than one hundred state and private officials in a number of states, including state and local employment service agencies officials. Enclosure (2) is a compendium of selected announcements of my presentations in several states, including notably a two day workshop at The National Center For Research in Vocational Education. This included federal, state and local officials from a number of states. Wherever I have conducted such institutes, workshops, and seminars, participants have expressed strong criticisms of the occupational information system (OIS) and the failures of this network to provide new, forecast occupation in the new high technologies and sciences such as those described in the Occupational Forecasting, Incorporated, Folio, "ADVANCING TECHNOLOGIES Of The 21st Century Workforce. Some of these participants—including those at The National Center (NCRV)—have predicted that in the absence of such information, the Job Training Partnership Act will be a re-run of The CETA. I wish to note here that H.R. 4164 is structured in a number of provisions interdependently with that Act.

Further, the dependence of all educational systems upon these Departments' occupational, educational, and employment data will be reflected in compromises of the national goal of ". . . excellence in education . . ." As many remark" Educational excellence for what jobs and professions?"

No government system is providing forecast information—the new occupations for those technologies listed in Enclosure (3), the Occupational Forecasting, Inc., Folio. As noted in the Testimony, Encl. (1), some government officials question whether they have the statutory authority to do this. The Subcommittee might ask themselves this question. Does the authority exist—where? What Department has the reponsibility? Is such forecasting being accomplished, and if so, by which Department(s)? I have met with and briefed staffs in the DOL and DofEd and have found no one who knows of where occupations such as those in Exhibit 2 of Encl. (1) are being forecast.

Under these circumstances—and others too numerous to describe here—I recommend the Subcommittee devise and define the requirements for an effective occupational system—even if that means a complete revision of the present statutory provisions of the NOICC. The Subcommittee might conduct its own investigation—working with state and cities staffs. Learn what they think of this OIS.

Title III is worse than useless. Worse because it will set the nation, our institutions and millions of students on career paths that will neither enable them to achieve their desired potentials nor best promote the productivity and economy of the nation. I have charged in a Washington, D.C., radio talk show that disinformation promulgated by the federal government throughout the state and local employment services, the Occupational Outlook Handbook and other media might be contributing to the nation's unemployment directly and indirectly by as much as 40 percent. (Note. This is an opinion.) JTPA staffs in some states are floundering in their attempts to develop new training programs in new high technologies occupations—occupations not in the OIS pipelines. I have heard that some Chambers of Commerce are writing the U.S. Chamber of Commerce concerning such difficulties.

During my testimony before Congressman Albert Gore, I charged that the DOL had failed to implement the CETA Labor Market Information Program set forth in Sec. 125 and Sec. 465. Upon questioning the following day, Ms. Joyce Kaiser, testifying for the DOL, reponded to the Congressman's question on this point affirmatively. Incredulously, the Congressman asked whether it was true that this "congressionally mandated action has not been accomplished during the existence of the Act?" The Subcommittee is invited to check the Hearings Record—the phrase in quotes is reasonably accurate. . .

The Congressman asked whether the Job Bank Program would be accomplished under the JTPA and was advised by her that it would be done by the Fall. The Subcommittee is invited to ascertain whether this has been done. Even without your information, I will predict without hesitancy that it has not been done and, further, I doubt that it can be done as state in the JTPA within a year or two. Accordingly, the question is posed here—How can Title III, Secs. 301 and 302 work? Has the NOICC accomplished the intent of the Congress?

I believe The Science & Technology Subcommittee Counsel is proceeding with actions on the Hearings Testimony, and I believe the GAO is also investigating this and related matters. What are the implications for H.R. 4164?

I don't feel a real time computer based jobs data bank can be designed, installed, and operated by the DOL within the time frame of this proposed Bill. The Subcommittee might obtain the opinions of competent computer manufacturing firms—those that might contract with the government for such network. A major—possibly defeating—problem will be the absence of standard, compatible data elements in the programs I've mentioned here and Encl. (1). I worked with the Joint Chiefs of Staff in developing the specifications, and the contracting and installing of the DOD Worldwide Military Command Control System Standard ADP System. As the Defense Communications agency (DCA) Civilian Chief of Doctrine, I worked with the Joint Staff Committee responsible for developing standard operating procedures and documentation for the Command Centers, worldwide. Though a civilian department network would be comparatively small and substantially less critical than a command control system, the absence of standard, compatible and current occupational data and statistical processes will require a complete overhaul and redesign of a DOL/DofEd/Commerce standard occupational educational, and employment data system. That will require years. The greater effect of this is that the federal government does not have such system today. The penalties of such state of critical information should be assessed—what percent of the workforce is unemployed and untrained because such information is not available to the nations employment services agencies?

Neither of the three Departments alone or possibly working together have all the technical expertise to contract for and to administer such contract for, nor the operational expertise and staffing for such nationwide computer data system. The DOL has not implemented the previously cited job bank program for this reason, and perhaps others. The nearest comparison to the requirement, in the federal government, is the Department of Commerce National Technical Information System (NTIS). And, that is hardly a dynamic, interactive operation; rather, it is a document storage and retrieval system. In view of the continuing acceleration of technological, economic and social change—no federal bureaucracy can move rapidly and effectively enough—as organized and operated today—to catch up with these changes, to assess the effects of these changes, and to forecast real-time occupational data. The Subcommittee is, therefore, confronted with one of the most complex and most critical pieces of legislation there in The Congress. I will volunteer to help to the extent that I can; I do hope this Commentary will become a first step in a new, critical direction.

Thank you for this opportunity to comment on the Bill.

Very truly yours,

W. CLYDE HELMS, Jr., *President.*

MEMORANDUM

This Testimony presents a comprehensive overview of my criticisms of the federal departments' occupational information systems. The Testimony has been reproduced and used extensively in workshops, seminars, and institutes such as those for which the attached Notices have been selected.

W. CLYDE HELMS, Jr.

TESTIMONY
SCIENCE & TECHNOLOGY COMMITTEE
SUBCOMMITTEE ON INVESTIGATIONS AND OVERSIGHT
HEARING - APRIL 6-7, 1983

Mr. Chairman, Members of the Committee, my name is W. Clyde Helms, Jr., and I am President and founder of Occupational Forecasting, Incorporated. I wish to thank you for the invitation to present this testimony, and the opportunity to present to this Committee what is perhaps the greatest challenge in the history of education, employment and training.

While the nation struggles to cope with the overwhelming effects of high technology, high deficits, record unemployment and increasing costs of socio-economic programs, the Congress produces new education, jobs, and unemployment benefits legislation treating with the affects rather than the causes. In this testimony, I will urge The Congress to correct situations within the federal government which contribute to economic disarray throughout the nation - particularly in major cities and industries. I will focus upon three departments in the Executive Branch - The Departments of Education, Labor, and Commerce. The responsibilities of these departments bear directly upon the education, training, and employment of the national workforce.

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The august Council of Economic Advisors and other economists who advise the President and the Congress admit they do not know enough about employment and unemployment. Yet, they attempt to resolve the nation's most critical problem exclusively through manipulations of the nations financial systems. Such financial manipulations alone cannot achieve a correct solution. If such activities are taken in conjunction with correction of the many complexes I will describe here, there will be far better probabilities of lasting remedies.

> Arnold Toynbee once described the rise and fall of nations under conditions very characteristic of the challenges to our nation today. "A young nation, 'he said,' is confronted with a challenge for which it finds a successful response. It then grows and prospers. But, as time passes, the nature of the challenge changes and if a nation continues to make the same once successful response to the new challenge, it inevitably suffers decline and failure."

I will describe some of the challenges confronting us today, and the consequent penalties or successes - depending upon the nature of our response. The challenges to this Committee are for major changes in the three Departments noted above.

- PART I - DEPARTMENT OF EDUCATION -

A major cause of the economic problems facing the nation today is occupational obsolescence. The national workforce is obsolete. Sweeping, accelerating changes in technology and science have impacted every occupation in the nation's occupational infrastructure. The greatest impacts are yet to come, before the end of this century. Evidence of such great change is clearly visible in the multi-billion dollar federal and private sector research and development programs, the emergence of new industrial technologies, sciences and arts; the decline of basic industries, unfavorable import/export ratios; and record unemployment. No one familiar with the implications of these events will disagree that technological change will affect every occupation, at every level from laborer to the highest professions. As Lloyd Dobyns stated in the conclusion of the NBC TV Award winning white paper, "America Works When America Works," - "It isn't change so much, it is the speed of change!" I urge this Committee to assess the need for a priority national project to identify and to publicise "sunset occupations" and to replace these with new "sunrise occupations." Change is imperative for the nation's economic survival today and in the future. Some organizations may seek to delay these imperative changes - make industries and other employers retain employees in obsolete occupational classifications and at wages established over decades. The nation must recognize that the change Mr. Dobyns alluded to is the inexorable pressure of the 21st century workforce - only 17 years away.

Historically, structural changes in the workforce have evolved over decades. There isn't time for such evolution today, a new national workforce must be designed, engineered and emplaced as soon as possible. Such challenge has never occurred before. The 21st century workforce will not occur in some "Cinderella-like magic" at 12:01 on January 1, in the year 2001; it is being forged now in the new Computer Assisted Manufacturing (CAM) plants; in the engineering departments of Lockheed, General Motors and General Electric and Fujitsu Fanuc where Computer Aided Design (CAD) is creating radical changes in the ways engineers design, engineer and layout new products; in the Flexible Manufacturing Systems and Flexible Manufacturing Cells (FMS/FMC) of the nation's major manufacturing plants; in the automated office, or office of the future. Truly, the speed of change is overwhelming the bureaucracies of the government and private industries. No important occupation will ever again be current for more than two years.

Technology half life is no longer a comfortable 5 years - perhaps 2 years in some technologies. What does such sweeping change imply for the nation's educational and training institutions? Does anyone know? Where are the assessments and impact studies? They do not exist. The nation is grossly unprepared! Yet, the challenges and opportunities have never been greater - or more imperative. As the currency of occupations is now limited to two years -- all education and training programs must be placed in a state of continuing revision and updating. This Oversight Committee should assess the accuracy of that statement and its implications for our education and training systems and institutions.

Can textbooks be updated and maintained current with such accelerated changes in science and technology? I am confident everyone will agree - the answer is an emphatic no. Some publishers have advised me that they cannot obtain new technological information in a timely manner. When they get such information, it is two to three years, or more, behind the current state of the art, or technology. When they get such information, they have difficulty finding a writer expert enough to write the new textbook. Writing the book takes about a year, another year is required for marketing the book and two or more years to get it onto the bookshelves and in libraries, and even longer before it is incorporated into curricula. Thus, it is rather clear - in this illustration - why we have been advised by our foremost competitor, Japan, that we "...should have started 30 years ago." (Advice given some of our industrialists on how we might catch up with the Japanese.)

However, the technology which is creating such demands upon education will also help with solutions. While computer assisted instruction has been around for some time, computers and software now being used in industry and in the automated offices provide new dimensions and techniques for use in vocational and technical training. I have confered with entrepreneurs who are already at work on designs for new equipment that will revolutionize the practice of human instruction and teaching. Some of the new occupations my firm has forecast for the education and training establishment seem more like industrial occupations - yet, with artificial intelligence, and CAD/CAM like equipment, great changes in education and training are in sight.

We have seen the rapidity with which popular songs can be taped and mass marketed. And we are intrigued by the intensity of interest shown by young people spending their allowances and earnings in the Atari arcades. Major corporations are now vying for the new market in educational materials. Audio-visual instructional cassettes can be produced rapidly in great quantities and updated at less expense than books. Expertly planned and programmed instructional materials are being developed that will free teachers from many of their teaching duties in overloaded school rooms. Students in all levels of education will work (one-on-one) with sophisticated "learning machines." Such teaching and learning machines will enable the nation to better meet the needs of the new high-tech work forces of today and the 21st century. The quality of education and training will go up; costs will come down. As a pioneer in computer assisted instruction, and the biggest employer and trainer of workers, the Department of Defense might pioneer in the use of these new machines.

I recommend to the Committee that conferences with the DOD be undertaken on a priority basis. Improvements in DOD training and the cost reductions that could be achieved would surely warrant serious consideration at the Secretary or Assistant Secretary level.

Experimental projects undertaken by DOD should include teams from the Departments of Labor and Education so that the benefits of DOD experience could be translated directly to the public and private educational institutions.

It should be clear to this Oversight Committee that professors, teachers, instructors, and trainers must be among the first to go back to school, or to gain experience in the research laboratories, computer managed plants, and automated offices. As a part of a national assessment, the Committee should note that programs, curricula, and textbooks should be assessed for currency. It does seem ridiculous to perpetuate education and training programs for obsolete or obsolescent occupations - at whatever level. Nevertheless, these instructional programs and materials will probably continue producing educated and trained persons for "sunset occupations" throughout this century.

While accelerated change in our educational institutions and programs is urgently needed, credentialing requirements will deter such progress. National accreditation associations and regional accreditation associations must accelerate their reviews and approvals of new degree and certificate programs. Again, lack of familiarity with the character of technology change will inhibit these associations. However, the nation can no longer afford the deterrent effects of time consuming reviews of proposed new degree and certificate programs. The very principle of awarding degrees and the values of such instruments may be shunted aside as imperative pressures compel employees and employers to concentrate upon courses and programs that enable them to remain abreast of actual employment requirements. As in educational administration, personnel administration and industrial relations staffs must now accomplish extensive revisions in all elements of their work. Education and qualification, wage and salary, and performance standards are no longer realistic and the roles and importance of such industrial specialists will be diminished.

As I have recommended a national assessment of programs, curricula, and textbooks, the Committee should give consideration to including assessments of the nation's credentialing requirements and the familiarity of credentialing staffs with the new world of work. Numerous articles published in some of our foremost journals are raising these questions. And while a national debate is predictable, it isn't difficult to predict that new education and training programs will not be held back while academicians and theoreticians debate todays values of yesterdays practices. Nevertheless, new means of upholding our traditional excellence must be devised.

To illustrate a point, my firm has conducted technology assessments of some of the new high tech industries, automated offices, genetic engineering breakthroughs, and other exciting developments of high technology and science. We have identified new occupational fields in which potentially many hundreds of thousands of jobs could be created. Recognizing the difficulties in credentialing systems, we have titled these new occupations as

Technicians. Though college level credit courses will be required in all of these technician occupations, I feel the new courses in new technologies, sciences, and arts must take precedence over some college courses required for degrees. Accordingly, we will recommend to educational and training institutions that concentration be upon the essential work-related courses, and while employed in these new occupations, the employees may take additional courses needed for the degrees. Hopefully, the Committee will raise the question - yes, but how long will it take to make all credential course work more closely related to the workers' constantly changing educational and training needs? Identification of obsolete and obsolescent occupations should facilitate such desired eventuality.

The Committee will recognize that the technological renaissance affects the nation's educational and training systems as much as it impacts industries, business, and commerce. The results of industry "sunsets" and "sunrises" carry portents as serious for educational establishments as in industries. Only those universities benefitting from large research and development funds can adjust to meet the challenges of technology change. It would seem there should be a requirement that these universities provide information on their research to other educational institutions in a useful manner - including perhaps assessments of the impacts of new R&D breakthroughs on existing curricula.

Teaching professors and staff members cannot be expected to be sufficiently familiar with such new research and development accomplishments as to be able to prepare new curricula and to teach such developments. Arrangements should be made so that teaching staffs either visit or participate in the research and development work at universities where such work is well funded. If the authority for promoting such activities on a timely and effective basis does not exist at the Department of Education, perhaps The Congress should provide such authority. It seems that the National Institute of Education might take this matter under consideration, as well as other matters discussed here. Perhaps these challenges of the 21st century workforce exceed the authority and capabilities of the Department? Can the Department meet this challenge? I feel the Department - as organized and staffed cannot meet these challenges of the 21st century workforce. Rather, I have recommended that eminent leaders in our educational institutions convene a national conference to address these and other related matters and develop a new order that will endow institutions of higher learning with more independent authority and funds to act directly and indepently or in cooperation with others in responding to the needs of the nation.

Slow moving bureaucracies, in the governments and in the private sector, cannot meet the challenges of such dynamic events today. The National Science Foundation has expended many millions of dollars for educational grants. Some who administered those programs admit it is difficult to identify direct benefits. The Congress should consider how to promote independence of the universities and help these institutions to exercise their private initiative in meeting the nation's urgent needs. Their continued dependence upon and regulation by federal departments will result in serious penalties for the nation and the people. The present educational establishment, overall, is as poorly prepared to meet the challenge of the 21st century as the nation was prepared militarily for the attack on Pearl Harbor. Today, it is the economic viability of the nation that is at stake.

A new high tech work force will enable the nation to prosper and enjoy its investment of billions of dollars in new high tech industries, business, and products. Creating a new workforce is the greatest challenge ever to the vocational education and training establishment - public and private sector. The President has submited proposals to The Congress in which parents would be better enabled to pay for education in private institutions, or public institutions according to their determination of which better meets the needs of their children. With the future of the nation and each individual more dependent than ever upon the availability of a broad range of quality education and training programs, individual decisions on how to use available resources should be encouraged in line with the responsibilities for their career success. This Committee should consider whether the educational establishment has met its responsibility to the nation and whether or not federal departments can function sufficiently well in these respects, in an era of continuing technology change. To what extent, if any, should the activities of the Departments of Labor and Education be turned over to the private sector? An unemployed workforce of approximately 10 million people, would seem to demand immediate action.

Vocational training in public schools seldom compares with that in private vocational schools. It seems that the importance attached by public school officials to this form of career development leaves too much to be desired. Vocational training must be seen in a more important role. The competency of the nation's workforce is a critical element in international trade - isn't it time The Congress recognized this fact and acted to bring this economic element into the economists' calculations and theories? Like investments in industries, investment in vocational and related training should be viewed in capitalization plans and measurable benefits. It is time for employers to place accountable values on human capital and to account for their usage and investments here as they do for other assets.

Costs of vocational training on new high-tech equipment and systems will increase substantially. Complex, sophisticated equipment, materials, and processes are costly. I question whether at the secondary or the two year junior college level, the costs of such equipment and competent instructors can be borne. Equipment used continuously for technical training has a high failure rate. Costs of replacement parts add to the costs of training. Warranties generally do not apply to equipment used for training purposes. Again, given the speed of technology change, this expensive equipment will quickly become obsolete. Much of the equiment now in the vocational schools is already obsolete - some of it dating back to World War II. The Committee should consider the costs to the future workforce of training youth and new entrants on equipment of the mid-industrial revolution era. One computer manufacturer has recognized this problem and offered to provide a computer to each school; other computer manufacturers are now making the same proposals. The Committee should consider this unique evidence of the values employers place upon vocational training. Worldwide sales of microchips are forecast to surge from $14 billion in 1981 to $27 billion in 1985, and $100 billion by the year 2000. Jobs for computer programmers have been forecast as increasing by 10,000 a year through 1985. When one considers the "economics of big business" - such as computers, communications, genetic engineering and biotechnology, and robotics - the essential interdependence of human capital will be factored into economic and financial formalae. I urge this Committee and perhaps the Congressional Office of Technology Assessment to provide the leadership in developing new principles for weighting human capital in technology and industrial finance.

For too long, The Congress has appropriated billions of dollars in actual funding and tax benefits to promote the advancement of science and technology research without requiring assessments and cost-benefits analyses of the resultant effects upon the workforce. Surely, the Japanese have shown us the folly of such oversight, for it is U.S. science and technology they have exploited in seizing so much of world commerce; including notably heavy inroads into business and commerce right here in this country. Our vocational training institutions and programs must exemplify all the qualities that we expect in our industries. If pride in work and productivity in our industries are to match, and hopefully, exceed that of the Japanese, then these qualities must be inculcated during the training of the new workforce. It is a sad reflection of our once greatness that educators and industrialists from this country now journey to Japan to learn from their educators and industrialists and return and proclaim that they are setting up "Quality Circles", and adapting other principles of Japanese expertise.

Though I am, in this testimony, severely critical of the federal departments, it should be quite evident that their oversight reflects congressional oversight for some years. Governors' employment and training staffs have advised me that without information as to what are or will be the new high-tech occupations, the JTPA programs can only be a rerun of the CETA programs and many thousands of trainees will be trained in the same occupations in which many thousands of former employed experts now line up in queues at unemployment offices throughout the country. I urge the Committee to take steps immediately and initiate a national project of occupational assessment and forecasting. Otherwise, we will fulfill in this latter part of the 20th century the philosophy of Arnold Toynbee.

A new beginning, a renaissance for vocational training, is clearly in the interests of the nation and its people. The character of the 21st century workforce will depend substantially upon the character of vocational training. This essential national resource must be protected and promoted with all due recognition of its economic importance. Vocational training is not just a "trade school concept" - it must be accorded the status of higher educational institutions. Doesn't everyone go to school to enrich and to better their lives? Don't lawyers, doctors, financiers, and other "professionals" train for excellence in their professions? But, will funds for "vocational training" ever match funds for higher level education? Perhaps the scientists and technologists on this oversight committee would find some of these comparisons more acceptable if they were backed up by cost-effectiveness studies. I agree that such studies are urgenty needed - but who is producing that information? The Congress has appropriated tens of millions of dollars for educational research. The National Institute for Education (NIE) is well conceived for such important research, as is the Department of Labor Employment and Training Office of Research and Development. I am hopeful, the General Accounting Office staffs testifying before this Committee will support my call for an investigation into the costs and benefits of such substantial expenditures. I am confident that those in the GAO to whom I have furnished information will endorse my requests for action, and indicate wherein these research organizations have failed to exercise proper foresight.

I see no way in the near-time-frame whereby vocational training institutions will have the necessary funds to provide the requisite training in new technologies, sciences, and arts. Costs of new technologies hardware and systems are prohibitively high for these institutions. Obviously, employers must assume a greater role than ever before - it is certainly within their "bottom-line" interests to do so. And, as indicated by previous remarks - many are already moving in that direction. The alternative for employers to provide sufficient help to private and public institutions is to do the whole job themselves. Analogously, we may find that vocational training institutions will have to be built in the parking lots of the major corporations. That is the only place where current "hands-on" training can be accomplished on-the-job, working with production equipment and systems.

And, that is one of the salient differences between the CETA and the JTPA. The latter Act provides training funds to employers. Whether in the automobile plants or the intensive care units of hospitals, programs such as work-study and cooperative education appear to be among the most effective ways to meet the constantly changing requirements of a high technology workforce. Changes in vocational training must match changes in the nation's high-technology workforces. Requirements for changes in vocational training will thus be as constant, as intense, and as imperative as the affects of technology changes within our industries.

Is The Congress allocating education and training funds appropriately, in the best interests of the nation? Why are essentially complementary education and training responsibilities divided between the Departments of Labor and Education? Is this cost effective and beneficial? For example, why shouldn't the Office of Vocational and Adult Education (OVAE) be co-located with the Bureau of Apprenticeship and Training (BAT)? Why shouldn't the National Institute for Education and the DOL Office of Research and Evaluation concept" - it must be accorded the status of higher educational institutions. Doesn't everyone go to school to enrich and to better their lives? Don't lawyers, doctors, financiers, and other "professionals" train for excellence in their professions? But, will funds for "vocational training" ever match funds for higher level education? Perhaps the scientists and technologists on this oversight committee would find some of these comparisons more acceptable if they were backed up by cost-effectiveness studies. I agree that such studies are urgenty needed - but who is producing that information? The Congress has appropriated tens of millions of dollars for educational research. The National Institute for Education (NIE) is well conceived for such important research, as is the Department of Labor Employment and Training Office of Research and Development. I am hopeful, the General Accounting Office staffs testifying before this Committee will support my call for an investigation into the costs and benefits of such substantial expenditures. I am confident that those in the GAO to whom I have furnished information will endorse my requests for action, and indicate wherein these research organizations have failed to exercise proper foresight.

I see no way in the near-time-frame whereby vocational training institutions will have the necessary funds to provide the requisite training in new technologies, sciences, and arts. Costs of new technologies hardware and systems are prohibitively high for these institutions. Obviously, employers must assume a greater role than ever before - it is certainly within their "bottom-line" interests to do so. And, as indicated by previous remarks - many are already moving in that direction. The alternative for employers to provide sufficient help to private and public institutions is to do the whole job themselves. Analogously, we may find that vocational training institutions will have to be built in the parking lots of the major corporations. That is the only place where current "hands-on" training can be accomplished on-the-job, working with production equipment and systems.

And, that is one of the salient differences between the CETA and the JTPA. The latter Act provides training funds to employers. Whether in the automobile plants or the intensive care units of hospitals, programs such as work-study and cooperative education appear to be among the most effective ways to meet the constantly changing requirements of a high technology workforce. Changes in vocational training must match changes in the nation's high-technology workforces. Requirements for changes in vocational training will thus be as constant, as intense, and as imperative as the affects of technology changes within our industries.

Is The Congress allocating education and training funds appropriately, in the best interests of the nation? Why are essentially complementary education and training responsibilities divided between the Departments of Labor and Education? Is this cost effective and beneficial? For example, why shouldn't the Office of Vocational and Adult Education (OVAE) be co-located with the Bureau of Apprenticeship and Training (BAT)? Why shouldn't the National Institute for Education and the DOL Office of Research and Evaluation be integrated? Is this separation of education and training research influenced by academic philosophies which no longer obtain, by beliefs that one comes under the purview of educators and the other, under the purview of labor? Is it because The Congress perpetuates this ineffectual division in its budgets for the two Departments; or that The Congress cannot take the time and do the work needed to review and re-write Acts that have piled on top of each other for decades? I trust in this testimony I might influence this Oversight Committee and you will conclude that congressional oversight compares with that of the Executive Branch Departments. The following testimony will treat more specifically with definable oversight situations in the Departments of Labor, and Commerce.

- PART II - DEPARTMENT OF LABOR -

The Department of Labor (DOL) publishes the nation's Dictionary of Occupational Titles (DOT). This volume of 28,000 occupational titles includes 12,000 titles with supporting definitions. 8,000 titles without definitions purportedly relate to the 12,000 defined occupations - though no one can define that relationship. The remaining 8,000 titles are without any definition. The DOT is the "keystone" of the nations occupational infrastructure. It is the source of occupations for which the DOL Occupational Outlook Handbook forecasts job employment opportunities, the Bureau of Apprenticeship and Training approves occupations for the national apprenticeship program, and for the Bureau of Labor (BLS) reports on employment and unemployment statistics to The Congress.

The Dictionary is updated and republished decenially, concurrently with the Census. The Fourth Edition was released in 1977. Change sheets are issued or available at unspecified times. It is obviously impossible to insure that such change sheets reach all who have purchased the DOT. Dictionary staff have advised me they have no directive or administrative methodology for eliminating obsolete or obsolescent occupations listed in the DOT. Exhibit I is a set of terminology used by my firm for identifying and assessing obsolete, obsolescent, current, new, and emerging occupations.

Similarly, the DOL staff has no methodology for identifying needs for new occupations in new and emerging technologies, sciences and arts. There is no program in the federal departments or the private sector to forecast and create new occupations. Obviously, the national occupational infrastructure must be replete with obsolete and obsolescent occupations. Educational and training institutions do not have urgently needed information as to what are the new occupations.

Exhibit 2 is a listing of some new occupations I have designed and proposed for development. Other occupations have been designed and are being presented to Governors' Employment and Training staffs for use in implementing the JTPA, to Chambers of Commerce Economic Development Administration staffs, to corporate officials, and education and training associations. Most of our new occupations forecasts were presented in a workshop at The National Center for

Vocational Educational Research last December. Potentially, millions of jobs could be generated in these new occupations, and additional thousands of essential new occupations could be designed if an active national program could be established for such purpose. I propose this be a collaborative effort by national industries associations working with institutions of higher learning - particularly those benefitting from large R&D funding. At this time, my firm is the only organization in the country doing this work. We have inquiries from a foreign government and correspondence exchanged with another. Proposals for such programs have been submitted to the DOL, and the Department of Education.

Given the rapid pace of changes in industry, commerce, and business, no printed dictionary will ever be current. The nation needs a real time computer based occupational and employment information system. While the New York Stock Exchange can handle and report stock transactions well in excess of one hundred million shares, amounting to many billions of dollars, the nation does not have a system for real time employment opportunities reporting. The Congress has directed the DOL, in both the CETA and the JTPA, to "...establish and carry out a nationwide computerized job bank and matching program...on a regional, state, and local basis, using electronic data processing and telecommunications systems to the maximum feasible extent possible for the purpose of identifying sources of available persons and job vacancies..." The Committee could ascertain whether such systems exist and are functioning as intended by The Congress.

"Job Bank" computers are presently used for storing employment opportunities information gleaned over a period of up to three months, collected by correspondence and through exchange of microfiche records furnished by state and city employment services. A newspaper-like publication - Occupations in Demand at Job Services Offices - sets forth such information. Distribution of this publication cannot possibly meet the demand - even if the information were current and usable. In a personal telephone survey of employment offices in several states, I found that few of the employment staffs were aware of this publication, that some were keeping that occupational information on microfiche file, that job opportunities listed were out of date, and that the sources could not be identified. The publication must be seen as a failure; the requirement for a real time occupational information job bank must be seen as a failure; compliance with the requirements set forth in these Acts is a failure.

Nevertheless, the need for a real time occupational and employment system network must be met. The Committee should promote assistance by the Department of Defense (DOD). DOD world-wide real time data bases represent a state of the art far exceeding the comparatively simple requirements for a national jobs data bank. The JTPA includes provisions for the DOD to provide assistances. If The Congress or the Executive Office of The President were to implement this suggestion, I would estimate two or more years would be needed for implementing such a national system. I believe, as a matter of scale, the NASDAQ Network is of comparable scale, (National Association of Stock Dealers Automated Quotation). As will be described in the following, the departments have been unable to produce a uniform system of occupational definitions, codes and statistics. It may well be that the job is too big and complex, requiring technical systems skills and knowledges not available in these departments. Surely, any further consideration of such networks should include the possible economies and other attainable benefits that could be derived if this system were to be designed and operated by the private sector. As recommended previously, perhaps consortia of industries associations and educational institutions could operate such system.

The inadequacies of DOL dictionaries and subordinate publications has been described. Additionally, the Committee should consider investigating the utility of occupational information published by the Department of Education, Office of Vocational and Adult Education (OVAE). Vocational Educational Codes are disseminated through the Vocational Education Data System (VEDS). Why are these codes necessary? Why not use the DOT? Both DOL and Department of Education staffs have spent uncounted hours of effort over a period of years trying to develop a "cross-walk" (correlation) between these codes. The Department of Education staff advised me the problem is compounded when the National Center for Education Statistics attempts to compile statistics developed from differing bases. As in the DOL Occupational Outlook Handbook, the National Center for Educational Statistics produce data to serve the educational establishment. The only recourse conceived by staffs in the departments, and supported by the Congress, is the establishment of a National Occupational Information Coordinating Committee (NOICC). That Committee has extended its statutory mandate by promoting establishment of State Occupational information Coordinating Committees (SOICC). Yet, the operation of irreconcilable data bases continues without improvement. Obviously, the value of these extensive and expensive networks depends upon the quality of information distributed through the "pipe line." Officials with whom I have discussed this problem generally agree that the rapid pace of technology change today and in the future has overtaken the occupational information now transmitted through this network. If the quality and quantity of occupational statistics and information could be upgraded to meet the needs of today, the NOICC and SOICC could become useful means of transmitting information between offices at this level.

However, another question remains as to how effectively this information would be used by local employment services agencies. The JTPA authorizes funds for labor market information (LMI) research. To the extent that such funds are used to extend present methods of occupational information dissemination, this Committee would be advised to monitor such expenditures closely. Current, valid information on new occupations does not exist.

This situation raises the question of how public employment services offices can match unemployed workers with the "new work, out there." They cannot. One hears so much about "structured unemployment" and while that term has as many definitions as sources that use it, The Congress should recognize that much of the unemployment today is due to the inability of employment services staffs to match applicants with new technology jobs that aren't listed in the DOT, or other government furnished occupational information. Even were current high tech jobs information provided to employment placement officers and counselors, many are unfamiliar with such new technology and cannot interpret such job requirements and relate these to the qualifications of previously employed highly qualified machinists, tool and die makers, electronic technicians and other craftsmen. Consequently, the best way for persons with such technical skills to find jobs in the new high tech workforce is to search the newspapers and professional journals want ads. Many of the new high tech firms have increased their recruitment staffs and displaced workers who have found such employment on their own initiative will advise the Committee there is no comparison of the services and comprehension of state and local employment offices staffs with those of the corporations. Corporate recruiters will probably advise you they do not place requests for recruitment with public service employment offices as the staffs there are unable to understand the highly technical character of positions available. Within a few more years - when the numbers and types of high technology occupations will have increased greatly - one might question whether state and local public service employment offices can be even marginally useful in matching technologies and unemployed persons.

In workshops conducted in several states, I have discussed with educators and officials of major corporations the concept of national industries associations forming occupational information networks in which occupational definitions and employment information would be pooled and processed through private sector clearinghouses. (The Department of Commerce National Technical Information Center is somewhat illustrative.) I wish to inform the Committee there is definite initerest in this idea; some of the discussions are moving into the system concept stage.

As mentioned previously, occupational and technological information would be disseminated by associations' occupational analysts. Aggregated occupational and employment statistics would be provided to a national clearinghouse. All of this information would be available on a real-time basis to educational establishments. This assistance would enable institutions to update existing curricula and to develop new education and training programs in a more timely manner. Further, university, college and high school staffs could assist in developing new educational qualifications requirements for new and updated occupations at associations' occupational clearinghouses.

If we can resolve the problem of providing current occupational information to state and local employment services agencies, the Committee should consider how the matching of unemployed persons with new job opportunities can be improved. As noted, it isn't necessarily the qualifications of unemployed persons that determines whether they succeed in getting a job through the offices. The capabilities and interests of employment staffs are a factor. Accordingly, ways must be identified to bridge this deterrent.

The means are readily available to implement far more effective procedures - procedures in which placements of unemployed persons are not dependent upon the knowledge and capabilities of employment counselors. National networks gather news reports from all over the world every evening. Network reporters here in the states interview their reporters face to face in countries and remote areas all over the world. Members of Congress and other distinguished persons are interviewed in their offices, talking with reporters in Washington, D.C., New York, and other major cities. Side by side, face-to-face interviews are presented routinely on the TV screen. This technique could be cost-beneficial if implemented by state and local employment services agencies - within the states, and between states. The video telephone is an accomplished state of the art and within the time to design and implement such vis-a-vis employment interviews, that telephone system could be an integral feature. Whether by the telephone or by present teleconferencing systems, major changes must be made in the present inefficient methods used by public service employment interviewers attempting to place unemployed persons in new jobs. Again, the JTPA provides for research funds to be expended in developing labor market information (LMI). Pilot experiments might be commenced in major cities where reduction of high unemployment rates justify costs of such pilot experiments.

I have attempted to explain why present labor market information is grossly inadequate - in fact, to the extent it misleads unemployed persons concerning the long term employment potentials of obsolete or obsolescent occupations, it merely shifts today's problems to tomorrow. Computer dating games do it better. Nevertheless, I submit that with such electronic employment systems as described here, we can generate the highest potential employment and benefits. Without such systems, unemployment will continue to increase with the advances of technology, science, and the arts.

The national costs of occupational obsolescense are incalculable - perhaps some competent economist can derive acceptable estimates. The ability of the nation to compete with other nations in world markets and even for our internal markets is well described and documented in the media. While the highest officials of nations meet in international summits to discuss trade and all the elements affecting commerce, our basic industries have suffered losses on the order of 30% or more - steel, textiles, electronics are but a few examples. In debates with officials of other industrial nations, and emerging nations, the high costs of U.S. labor has been constantly noted as a primary factor in export/import imbalances. Japan, more than any other nation, has forced us to critically examine the cost of human intervention in all production processes. To compete with Japan's industrial prowess, much of it built upon new production techniques, management, and U.S. products and technologies - the U.S. and other nations rush into computer assisted manufacturing, computer aided design, flexible manufacturing systems and flexible manufacturing cells. The use of these new production technologies at this time favors the U.S., where leadership in such production systems remains. But, this benefit can be lost if a new workforce is not designed and put into place as quickly as possible and feasible.

The benefits of our research have been extended to all technologies, sciences, and arts. And while the nation's hi-tech revolution has been on-going, the nation's apprentice training programs plod along enrolling and graduating apprentices in crafts and trades of decades past. Where are the apprenticeships for the new technologies? They don't exist. As a former director of Navy apprentice programs, I know that one of the most difficult administration tasks is to insure that apprentice training programs are constantly updated and retained abreast of new technologies. I doubt such administrative pressure is exerted in the nation's industrial apprenticeships. Some of these plans are, perhaps, still printed on mimeograph sheets of years past. Apprenticeships are a primary source of recruitment and enrollment of union members. The effects of obsolescent apprenticeships may be seen in the heavy losses of union members' jobs - jobs that are "gone forever." But these apprenticeships are continuing. At a time when the Congress has appropriated billions of dollars in tax concessions for the industries to rebuild plants - where is the essential accompanying assistance for the nation's apprentice training programs? Will the Congress permit this essential program to fade into the history of the industrial revolution? In my remarks about vocational education and training, I noted that the high costs of hands-on-training will never again be within the funding range of high schools - or, for that matter even some post secondary education institutions. The apprentice program administered by the DOL is based upon the Fitzgerald Apprentice Act of 1937. Isn't it long past time for the Congress to update that Act? Many of the challenges presented here should be addressed in any such update - or new legislation superceding that Act. Legislation such as the Davis Bacon Act, and the Walsh Healy Act should be evaluated in any new legislation. It does appear that the Congress has for the most part overlooked the nation's apprentice programs. It is late, time is critically short. The Congress can pull this crucial program out of the mothballs and turn this valuable concept into a useful system for upgrading the national workforce. The JTPA recognizes that realistic training can best be accomplished by private sector employers, on the job. Apprentice training programs provide that kind of training.

There are approximately 300,000 apprentices enrolled in federal and state programs, 20% - 25% are in manufacturing - metal trades. Most of the others are in the building and construction trades. I will assert unequivocally, the apprentice programs have been overtaken by new technologies. Metal working trades are most impacted by the new production technologies. Unemployment in this sector is probably the highest of any sector. While advances in manufacturing technologies and displacements of hundreds of thousands of auto workers and others are well publicised, there is no plan to identify and publicise obsolete occupations, or to discontinue these apprenticeships, or, to establish apprenticeships in the new technologies. Why is this? For one reason - among many others - the Fitzgerald National Apprentice Act and subsequent policies have produced interpretations that only those occupations listed in the DOT can be apprenticed. Further, administration of these programs is encumbered by divisions of authority between federal and state apprentice councils and statutory provisions requiring employment and wages to be in consonance with collective bargaining agreements negotiated by the unions. Surely, this vital program deserves more current and realistic legislative guidance and support. I submit this is a major area for oversight investigations and remedial legislation.

- PART III - DEPARTMENT OF COMMERCE -

The preceding testimony has dealt with situations in the Departments of Education and Labor. And, while I am inclined to discuss similarities in the U.S. Civil Service, I will conclude this testimony with comment on the employment and unemployment statistics used by the Congress in assessing national employment, unemployment, and associated legislation.

The Congress must recognize that employment and unemployment statistics are of questionable validity. In fact, the extent of errors is potentially so extensive the Congress should have serious reservations about passage of any legislation deriving from Bureau of Labor (BLS) statistics. One might argue that even inaccurate statistics might be useful in indicating trends - since such invalid statistics have been in use for years. I feel the Congress will not accept that argument. Further, if the Congress takes into consideration the absence of any system to create new occupations, and to identify the obsolescence of thousands of present occupations listed in the DOT, VEDS, Occupational Outlook Handbook, and Department of Commerce data (as described in the following), it will probably agree with the remark of some of the Joint Economic Committee staff following a briefing for them - "Garbage in; garbage out." Can the nation afford to expend billions of dollars for new jobs programs on the basis of such "garbage"?

It is well known among occupational authorities of the three departments that the BLS cannot establish a valid "cross-walk" between the occupations used by the Department of Commerce Current Population Survey (CPS) data, and occupations in the DOT. Nevertheless, CPS statistics are a major factor in BLS employment and unemployment statistics reported to the Congress. Further, the CPS statistics are used by the DOL to forecast employment for jobs listed in the Occupational Outlook Handbook.

The Department of Commerce Demographic Survey Division, Current Population Survey Branch, is responsible for the conduct of monthly surveys of approximately 58,000 households located in 629 Population Survey units. These are geographical units determined on the basis of population densities. Approximately 60% of these surveys are made by telephone calls, 40% by direct visits - usually in first contacts with a household. The surveys are conducted on the basis of a printed questionnaire. In a previous study of that questionnaire, it appeared to me that much of the information required in completing the form is ambiguous and introduces an undetermined error rate. Further, the accuracy of response information is affected by the education and experience of respondents, including their understanding of the occupations for which employment or unemployment information is elicited. Some of the Department surveyors advised they were not fully familiar with the occupations on which information was obtained. For some years, the CPS Branch has used "400 groupings of occupational titles" (without definitions). This has been changed recently in attempts to correlate response information with Department of Commerce Standard Occupational Codes (SOC). Persons who worked on these codes advise that the codes do not serve to validate the occupations to which the codes relate. It seems this system is somewhat analogous to the NOICC. There is a difference. The SOC does promote identifying and relating occupations to the standard industry classifications (SIC). The staffs recognized the impossibility of establishing a "cross-walk" between the "400 occupational groupings" and the DOT. And, as noted previously, Department of Education staffs admit to difficulties in establishing a "cross-walk" between their VEDS codes and the DOT. These difficulties are further compounded in BLS statistics by the inclusion of employment and unemployment statistics from various industries and unemployment compensation statistics. To what occupations do these statistics relate? I am confident this Committee and The Congress can see the need for investigations in these conflicting data systems. And, I might suggest that the Congress express reservations henceforth in passing new legislation dependent upon these statistics.

What will the Congress do? The Congress should address itself to the greatest task ever confronting any nation's legislative body - to design and engineer a new national workforce. The magnitude and complexity of such undertaking will challenge the entire Congress. But, as the chairman of one of the nation's major corporations noted in an address at Notre Dame, "What is at stake is a way of life we have taken for granted in this century." Another official in one of our major automobile manufacturing corporations advised me - "This is one competition we must win; we may not have another opportunity in this century, or the next." The architectual elements for a new national workforce are indicated in this testimony. Will the Congress be the architect of our new workforce?

Thank you for this opportunity to testify before the Science and Technology Subcommittee on Investigations and Oversight.

W. Clyde Helms, Jr.
President
Occupational Forecasting, Inc.

TESTIMONY - HOUSE SCIENCE AND TECHNOLOGY
SUBCOMMITTEE ON INVESTIGATIONS AND OVERSIGHT
APRIL 6-7, 1983
MR. HELMS -- EXHIBIT 1

A STRUCTURE FOR ASSESSING OCCUPATIONAL CLASSIFICATIONS AND FORECASTING NEW NATIONAL WORKFORCE OCCUPATIONS (C)

The purpose of this structure is to provide employers, employees, educators, and students, and others responsible for maintaining a current and effective national workforce this terminology for assessing the status of the workforce, and, identifying and acting upon evidence of **obsolete and obsolescent occupations, and new, emerging, and emergent occupations**; to take such steps as are indicated in promoting national and individual interests. There is no system such as this in operation within the United States, or any other industrial nation. It is believed establishment of such system and publication of information derived through the following assessment and forecasting classifications will be of nationally significant value in advancing the interests of the people and the nation.

. . . .

Obsolete Occupations. Those for which there is no present or foreseeable direct economic value when compared with employers' and employees' sustaining income requirements; and, in which levels of employment have decreased to a minimum percent of previous employment, over a reasonable statistical period of time. Such occupations may be discerned at an early state in minimal growth demand - compared with all other occupations - and diminution of wages and salaries. Other indications will be noted in the workplace and job security of employees.

Obsolescent Occupations. Those for which conditions described under **Obsolete** can be forecast within a reasonable statistical time - for example, 5 years minimum. Such occupations may first be discerned in occupations characterized by **slower growth** (numbers employed and/or compensation levels) **compared to the average growth of all occupations**. A significant indicator may be noted in related education and training requirements, changes in appropriate sciences, technologies, and arts. Assessment and evaluation of these conditions and other impacts will enable the analyst to identify obsolescent occupations.

Current Occupations. Those for which there is a strong present and foreseeable requirement, with associated economic benefits for employers and employees. Such occupations generally reflect **averge or faster than average growth compared to all occupations**. Some of these occupations may not be in the paths of advancing technologies, sciences, and arts - demand may be based upon conditions not affected by or minimally affected by such new developments, or, the need for such occupations may be tangentially improved by such changes. Economic and other conditions support reasonable longevity of these occupations.

Emerging Occupations. Those for which new employment opportunities are well evidenced in the changing patterns of business, commerce, industry, science, technology, and appropriate arts. **Such occupations generally do not have a well defined occupational title, or qualification and employment classification and wage standards.** These appear rather amorphous, but, **sufficient employment is occurring to identify this occupational area.** The numbers of workers employed in this emerging occupational area are likely to be growing at a rate substantially above the average of all occupations; new educational and training programs are being established and **demand exceeds supply, shortages are clearly evident.**

Emergent Occupations. Those for which **early trends in research and development, and the establishment of new industries, businesses, commerce, and other income producing activities evidence needs** which require substantive qualification and lead time preparation by educational institutions, employers, and workers. Impacts upon the workforce evidence needs for substantially **different work skills and educational qualifications. Employment, placement, and wage and salaries standards have to be revised or developed anew.** Evidence of present and future requirements for these emergent occupations first appear - for example - in research and development projects, formation of new - or, substantive changes in existing - industries, businesses, and commerce and other major areas of employment affected by the need for such occupations in meeting predictable employment requirements.

CONCLUSION

Note 1. In the absence of any officially recognized system for assessing the currency of occupations comprising the nation's occupational infrastructure, these definitions have been designed by the author and will be furnished to contemporaries for comment and publication.

To the extent possible, the author will correspond with organizations concerning suggested changes.

In the final development, it is the play of the market place that will produce such definitions and use these in promoting and maintaining up to date national occupational infrastructures.

Note 2. In the interests of promoting discussion, analyses, and development of nationally acceptable terminology, requests for permission to quote from and to reprint this material will be considered.

TESTIMONY - House Science and Technology Subcommittee
on Investigations and Oversight
April 6-7, 1983
Mr. Helms - Exhibit 2

Excerpts From OFI
Occupations DB-I

Copyright - Occupational[1]
Forecasting, Inc. June 1981

NEW OCCUPATIONS FORECAST

Technological Occupations Forecast	Forecast Estimates - 1990		
	Job Demand Forecast[2]	Salaries[3]	
		Starting	Mid-Range
1. Hazardous Waste Management Technician	300,000	$15,000	$28,000
2. Industrial Laser Process Technician	360,000	$15,000	$25,000
3. Industrial Robot Production Technician	400,000	$15,000	$24,000
4. Materials Utilization Technician	210,000	$15,000	$24,000
5. Genetic Engineering Technician	200,000	$20,000	$29,000
6. Holographic Inspection Specialist	160,000	$20,000	$28,000
7. Bionic-Electronic Technician	120,000	$21,000	$32,000
8. Battery Technicians (Fuel Cells)	250,000	$12,000	$18,000
9. Energy Conservation Technician	310,000	$13,000	$26,000
10. Housing Rehabilitation Technician	500,000	$14,000	$24,000
11. Emergency Medical Technician	400,000	$16,000	$26,000
12. Geriatric Social Technician	610,000	$15,000	$22,000

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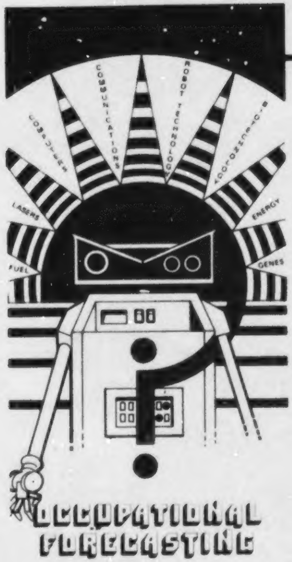
[1] Copyright waived for use by The Congress.
[2] Based on Implementation by Mid-1980s.
[3] 1982 Dollars.

Excerpts From OFI
Occupations DB-III

Copyright - Occupational
Forecasting, Inc., August 1982

NEW OCCUPATIONS FORECASTS

Computer Interface Occupations-Operators	Forecast Estimates - 1990		
	Job Demand	Salaries	
	Forecast	Starting	Mid-Range
A. Technical-Industrial			
1. **Computer Graphics Technician:** Terminal Operator (All Divisions of Graphics, Composition, Illustration, Art)	150,000	$20,000	$35,000
2. **Computer Drafting Technician:** Terminal Operator (CAD-CAM) All Areas of Design and Drafting (Technologies, Businesses, Sciences)	300,000	$18,000	$30,000
3. **Computer Modelling and Simulation Technician:** Computer Assisted Design Terminal Operator - Design, Testing, Evaluation	300,000	$25,000	$40,000
4. **Computer Assisted Manufacturing (CAM) Technician** Factory Onsite Monitor/Controller - Robots, FMC, FMS	120,000	$30,000	$40,000
B. Office-Business/Commerce			
1. **Computer Terminal Information Processor:** Text, Data, Graphics - Applications in Offices, Industries, Institutions	270,000	$20,000	$30,000
2. **Computer Terminal Distributive Information Processor:** Electronic Mail, Electronic Funds Transfer, Information File and Retrieval, Telecommunications, Teleconferencing	140,000	$20,000	$35,000
C. Technical-Industrial			
5. **CAG Terminal Input Artist**	150,000	$18,000	$25,000
6. **Computer Modelling and Simulation Technician**	300,000	$25,000	$30,000
7. **CAD Terminal Product Engineer**	450,000	$14,500	$27,000
8. **CAD Terminal Parts Cataloger**	125,000	$11,000	$17,500



O/F: what, why and how. . .

WHAT IS OCCUPATIONAL FORECASTING?

Occupational forecasting is an "emerging science" for assessing the effects of science, technology, business and industry upon the nation's work force and forecasting changes in occupations, and employment and education standards. This includes specifically the forecasting and creation of new occupations when it is determined that existing occupations are inappropriate, obsolete, or obsolescent.

WHAT ARE THE OBJECTIVES OF OCCUPATIONAL FORECASTING?

The objectives are to promote and sustain American preeminence and leadership in science, technology, industry, and commerce, and the life values of our democratic society; to enable the nation to work and compete in an effective manner with other nations; to meet any challenges to the nation's security and viability.

HOW IS OCCUPATIONAL FORECASTING ACCOMPLISHED?

This forecasting requires a system of intensive tracking of technology and science, collecting and analyzing masses of research and development information, market information, new production facilities, systems, processes, and products; and identification of essential skills and knowledge. Such information permits analysts to determine the occupational changes needed for achieving economic and commercial goals and the related qualities needed in all work whatever the position or station of the employee.

Job analysis and industrial engineering principles are employed in **assessing** the currency of existing occupations, and in ***hypothesizing, defining, and creating new occupations.*** Obsolete and obsolescent occupations identified in these processes should be evaluated for removal from employers' employment and classification manuals, dictionaries, and vocational guidance handbooks.

WHY IS OCCUPATIONAL FORECASTING CRITICAL NOW?

Industrial nations are in transition from long standing industries, manufacturing practices, and crafts and trades of the industrial revolution era to 21st century advanced industrial technologies, sciences, and arts. Old, non-competitive industries are dying. High technology industries and institutions are being created. ***Approximately 75% of the U. S. workforce will be affected by the inexorable pressures of such sweeping changes—a technological renaissance is occurring throughout industrial nations.*** The Chairman of the Board of a major U. S. electronics corporation is quoted in the following historical note: ***"In only a few short years, Japan has become a competitor the likes of which the world has not seen before."*** With tremendous investments of billions of dollars by U. S. industries in mind—a Vice President of a U. S. automotive corporation advised: ***"This is one competition the U. S. must win, we may not have another opportunity in this century, or the next." What must now be done? What new occupations must be created? What existing occupations must be discarded? Where are the occupational infrastructures of the next century defined?*** How will these sweeping changes affect ***personnel administration, industrial relations,*** and the policies and structures of ***industry, business, and labor? What are the challenges and the opportunities for the nation's primary deliverers of manpower—the educational and training systems?***

Since 1967, the U. S. has ranked lowest in productivity gains among five industrial nations. Japan has led these nations with an average increase of 7.3%. ***The U. S. rate in 1969 was a minus .3%. The U. S. share of world exports of manufactured goods has declined for years while our imports as a share of manufactured goods have increased. U. S. trade deficits have climbed from the nation's last surplus of $2.6 billion in 1970 to a deficit of $5 billion in 1980.***

Reindustrialization of the nation's industries is estimated to cost approximately $80 billion, or more, by 1985. ***Robots, Automation, Communications, Computers are changing the entire occupational infrastructure of U. S. industries and will impact 45% of all industrial jobs and 75% of existing white collar jobs.*** The nation's occupational infrastructure will be impacted as ***never before***—and, probably as ***never again*** in the foreseeable future. Occupational, educational, and socio-economic impacts will be greatly intensified by the ***continuing and accelerating rate of change.*** Some industrialists agree that ***the nation's work force is more than two decades behind the state of the new industrial technologies, sciences, and arts.***

COMMUNICATIONS
Key Words: Computerized PBX's, Satellites, Telemarketing, Cable TV, Videodisc, Videotex, Teletext, Telemarketing, Photonics, Optical Fibers, Mass Memory Exchange, Industry and Office Automation, Lasers.

Scope-Impact: 14 million billion interconnections—a universal interconnect system—industry, home, office—serving a vast array of information processing devices, equipments and systems transmitting any information, any format (including stored voice, patterns, video images) anywhere. Optical fiber cabling will replace copper cabling in many uses and provide superior transmission loading capabilities and fidelity. Anticipated growth is from a $40 million a year business to hundreds of millions by 1985. Electronic office and automation impact will affect more than 75% of approximately 50 million existing white collar jobs. Videotex will revolutionize financial transactions, retailing, advertising, and other information services. 1990 forecasts—20% of all U. S. retailing will be over videotex systems. 45 million homes will be equipped with $19 billion worth of equipment. Services of that equipment will run to $16 billion. The paperless office exist today. Teletext—the electronic Newspaper is in operation in England and experimentally in the U. S.

COMPUTERS
Key Words: Very Large Scale Integration (VLSI), Photonics, Photo Computers, Holographic Memories, Verbalization, Voice Synthesis, Voice and Pattern Recognition, 5th Generation Computers (Japan), Artificial Intelligence, Integrated Circuits, Microchips, Microprocessors, Word Processors, Computer Graphics, CAD, CAM, COMCAM, GENPLAN, EFT, FMC, FMS, Robotics.

Scope-Impact: Photonics in communications will permit tremendously increased computer storage, search, retrieval of 3-D graphics and other holographic information creating a revolution in manufacturing, business, office automation, home TV and other communications. Some of these sciences are already advanced, e.g. Graphics, Artificial Intelligence, Computer Assisted Design (CAD), Computer Assisted Manufacturing (CAM), national networking and teleprocessing of such manufacturing information (COMCAM); and, design, engineering, production informa-

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tion (GENPLAN) between plants and businesses. Home computer terminals will provide electronic correspondence between network subscribers, banks, and libraries encompassing a range of more than 80 categories of information services.

ROBOTIZATION

Key Words: Productivity, Cost Benefits, Quality, Up Time, Employee-Lay Offs, Retirement, Machine Intelligence, Machine Sensing, Machine Vision, Electronic Neuron, Photo Computers, Gray Imaging, Verbalization, Pattern Recognition and Selection, Microprocessor, Microchip, Reindustrialization, World Cars, Mergers, Electronics, Steel, Textiles, Survivability.

Scope-Impact: Worker displacement functions: welding, riveting, drilling, deburring, assembling, painting, inspection, handling toxic substances, hazardous environments, surface and subsurface mining. Reprogrammable robots for diverse production operations—not limited to previous single function operations. Robot microprocessors (chips) slaved to main frame computers expanding into more complex production jobs employing "gray imaging," touch and other sensing operations enabling major restructuring of manufacturing operations and mix of robot-human jobs. Human work functions becoming more technical and complex as automation effects millions of industrial jobs before end of century. Robot sales forecast to increase from 2000 in 1981 to 8000 by 1985. One automobile manufacturer has announced plans for 14,000 robots by 1990.

BIOTECHNOLOGY

Key Words: Bioengineering, Genetic Engineering, Gene Splicing, DNA, RNA, Hybridomas, Mutants, Enzymes, Plasmids, Regeneration, Green Revolution, Cloning.

Scope-Impact: Estimated $3 billion market by 1990—"one of the biggest industrial opportunities of the century." Microbic factories producing critical, expensive hormones, pituitary, thymosin alpha - 1, insulin and brain opiates—beta endorphins, and enzyme—urokinase. Genetically altered microbes produce fuels from waste, plastics from sugar, sweets from cheese whey, clean up oil spills, leach metals from ores, capability to produce 10-20% of all organic compounds needed by industry. The "Green Revolution" will help feed a world population burgeoning from four billion today to six billion in the year 2000. Biotechnology predicted ". . .to change the world as much as the introduction of electricity 100 years ago."

ELECTRIC POWER GENERATION-STORAGE

Key Words: Photovoltaic Cells, Solar Energy, Fuel Cells, Helium Gas Turbines, OTEC, Fusion, Liquid Metal Breeders, Geothermal, Windmills, Biomass, Magneto-Hydrodynamics (MHD).

Scope-Impact: Photovoltaic technology—converting sunlight directly into electricity—residential applications late 1980's, centralized power stations in 1990's. Could serve up to 80-90% residential energy requirements. Fuel cells—modular battery like units producing electricity from hydrocarbon gases through chemical non-polluting reactions at 30-37% higher efficiency than coal fired plants. Solar energy presently available for limited residential uses. Commercial generation approximately 25 years away. Geothermal generation now in commercial usage. Nuclear fission reactors increasing with revision of restrictive, costly, time consuming regulations. Breeder and fusion reactors predicted to reach commercialization stages early next century. Energy conservation presenting most significant means of meeting essential needs—savings up to 30-40 quads estimated attainable.

FUELS TECHNOLOGIES

Key Words: Coal Gasification, Liquefaction, Shale, Tar Sands, Catalysis, Syncrude, Synfuels, Gasohol, Methane, Ethanol, Biomass.

Scope-Impact: U. S. resources: 130 billion barrels recoverable from tar sands—approximately 1/3rd of the proven reserves of the Middle East; 1/3rd of the world supply of coal. Traditional domestic gas and oil reserves are limited to only 4.5% of total estimated recoverable fossil fuels. 25% increase in production of coal is equivalent of 2 million barrels of oil per day. Commercial application of coal gasification expected in 80's. New technologies include burning coal in place underground, extraction of crude from tar sands by steam injected through underground pipes and pumping reverse flow of crude.

MATERIALS TECHNOLOGIES

Key Words: New Microsciences, Ceramics, Synthetic Fibers, Fiber Reinforced Composites, Polymers, Epoxies, Glass Beads, Metallic Glass, Plasma Process, Splat Cooling.

Scope-Impact: A new materials microscience involving all 92 basic elements—producing new materials, combinations, mixtures, alloys, processes and products never previously available for industrial uses. Electrical conductive ceramics and polymers will substitute for metals in electrical uses; new alloys from metal powders permit new casting and forging techniques; molecular, intergranular, and eutectic engineering provide new metals structures and properties for vastly improved products. Tantalum carbide fibers in nickel alloy castings provide enormous strength; GTE developed high temperature silicon nitrite compounds in engines will result in higher thermal efficiencies; DuPont FP, an inorganic fiber, has strength of steel at 1/3rd weight. Allied Corporation metallic glass described as "new matter"—strong as steel, ductile, non-corrosive, cheaper. Catalysis becoming a surface science providing wide range of treatment of product surfaces and superior performances, including corrosion resistance. (Corrosion a $70 - $80 billion cost to the nation—as much as cost of imported oil.) Critical shortages of non-fuel minerals stimulating research and development of these materials.

BODY TECHNOLOGIES

Key Words: Artificial Organs: Hearts, Kidneys, Lungs, Valves, Blood Vessels, Bone Conduction Hearing, Electronic Vision, Fluoric Ion Application, Polystyrene, Polyurethane, Teflon, Implants, Transplants, Utah Arm, Leg, Hand—Bionics.

Scope-Impact: Availability of replacements for every limb and most critical organs adds extended mechanical-electronic engineered dimensions to medical arts and sciences. Portable battery packs augment this human technology—particularly with use of microchips; stimulation of the cortex, cochlea, and electro myographic impulses permit human like functioning of arms, hands, legs, and hearing. Electronic vision is coming—research in robot intelligence helpful; similarly, other senses developed for robots will benefit disabled and handicapped. New polymers minimize body rejection. Microsurgery and advances in overcoming rejection will promote successful replacements of up to fifty parts in the human body. Genetic engineering and regeneration research opening new medical frontiers—dramatic new techniques already announced.

Occupational Forecasting can be employed scientifically in assessing the impacts of these and other technologies upon the work forces of present industries and employers, and developing cost effective programs for transition to the 21st century. The tremendous sweep and rapidity of change now well advanced will continue accelerating into the 21st century. The preceding technologies are only indicative of the impacts and implications of such revolutionary changes.

Occupational Forecasting, Incorporated, has conducted much research and pioneered this emerging science. It has promoted national awareness of the limitations and failures of present occupational structures and classification programs in the federal government, industry, labor and educational systems. The Corporation is unique in this emerging science. Its work and new concepts were noted in the NBC White Paper, "America Works When America Works", June 25, 1981 (Transcripts of the White Paper can be obtained from NBC).

The Corporation proposes significant departures from present dated occupational classification and information systems that will be found, in many applications, to be incompatible with the new technologies. Obsolescence in the nation's work force and administrative practices have contributed to the decline of the U. S. from previously enjoyed levels of preeminence, and losses of major industries, commerce, and jobs. Through imaginative and innovative new procedures and approaches, thousands of new occupations will be forecast and created during the remaining years of this century. Industry, business, and labor must undertake this challenge with the same urgency as the nation's reindustrialization priorities. The challenge to employers and employees is clear—***survivability in the 21st century depends upon occupational forecasting and advance preparation in the new occupational infrastructures.***

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W. Clyde Helms, Jr.
President

IF YOU READ ONLY ONE THING TODAY . . . READ THIS:

- A major cause of the economic problems facing the nation today is occupational obsolescence. The national work force is obsolete.
- No important occupation will ever again be current for more than two years.
- Some industrialists agree that the nation's work force is more than two decades behind the state of the new industrial technologies, sciences and arts.

This is what is being said and written by America's foremost authority on occupational forecasting . . . Mr. Clyde Helms . . . and, people are listening.

A BRIEFING YOU WILL WANT TO ATTEND:

Mr. Helms will be on the campus of Greenville Technical College for only one day to speak to industry, business, education, and government representatives in the Greenville community.

HOW YOU WILL BENEFIT:

First of all, this is not a day of structured training . . . rather it is an opportunity for you to gain first hand knowledge and information concerning emerging occupations and industries which will become the basis of the American economy. As a result of this briefing, you will be better able to:

- Plan for future growth
- Consider alternatives for investment and diversification
- Develop new ideas for utilizing present resources
- Make logical decisions concerning training expenditures
- and, much, much more

BRIEFING SCHEDULE:

8:45 am-11:30 am	Mr. Helms will address the rapid change in technology and its impact on American business, industry, and education. "Hot" new industries and occupations will be reviewed and discussed.
11:30 am- 1:30 pm	Lunch on your own
1:30 pm- 4:45 pm	Continuing in the afternoon, Mr. Helms will explore how the impact of technology upon industry and business is creating the greatest challenge ever to face education and training, and what must be done.

W. CLYDE HELMS, JR.

W. Clyde Helms, Jr. is President and Founder of Occupational Forecasting, Inc. His highly innovative concepts and work have been reported in *Newsweek*, *Training*, *Changing Times*, *Employment Training Reporter*, *The Wall Street Journal* and other national newspapers. Interviewed on NBC's White Paper, "America Works, When America Works," Mr. Helms has addressed Senate committees, consulted with the National Center for Research in Vocational Education and is presently working with a number of states and foreign countries. His contributions to the science of occupational forecasting are reflected in the provisions of The Higher Education Amendment Act, establishment of the National Institute for Education and recent proposals for a National Occupational Assessment Center.

The cost of this briefing is $95.00 and will include refreshments both for the morning and afternoon sessions. Inquiries concerning this briefing should be made to Dr. Philip McGee, 242-3170, ext. 269. Continuing Education Units - Each participant in this program will receive Continuing Education Units. CEU's are nationally recognized units of achievement which may be used as evidence of increased performance capability and for job advancement.

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Registration should be in at least one week prior to program dates. Cancellations made less than one week prior to program dates will be subject to a handling charge.

Participation in this briefing is limited.

Make your plans and register as soon as possible to reserve your place.

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WILL YOUR OCCUPATION ... OR INDUSTRY EXIST AS IT DOES TODAY?

FUTURECAST

15 MILLION NEW JOBS

A PREVIEW OF THE 21st CENTURY WORKFORCE

OCTOBER 19, 1983
A SPECIAL SEMINAR BY
W. CLYDE HELMS, JR., PRESIDENT
OCCUPATIONAL FORECASTING, INC.

THE PRESENTER

Stated succinctly, W. Clyde Helms, Jr. is the Nation's leading expert in Occupational Forecasting. His pioneering work in the development of forecasting occupations has been reported in *Newsweek*, *Training*, *Changing Times*, *Employment Training Reporter*, *The Wall Street Journal*, and other national publications. He has appeared on "The Today Show" and in nationally televised documentaries including NBC's highly acclaimed "America Works When America Works." His expertise has also been utilized in testimony before Senate committees and as a consultant to the National Center for Research in Vocational Education. Mr. Helms further contributions to the science of occupational forecasting are reflected in the provisions of the higher Education Amendment Act, the establishment of the National Institute for Education, and recent proposals for a National Occupational Assessment Center.

THE SEMINAR

SESSION I 9:00-12 noon

Mr. Helms will provide an introduction to the field of occupational forecasting and provide a look at the workforce of the 21st Century using slides to illustrate approximately 200 new occupational fields in which he forecasts 15 MILLION NEW JOBS.

LUNCH BREAK 12:00-1:30 (During lunch Mr. Helms will be available to answer participants' questions.)

SESSION II 1:30-4:30

Mr. Helms will present his model (validated in a study at George Washington University) for preparing the workforce for the emerging and future occupations. This presentation will provide a complete operational plan including all procedures for creating a cooperative educational and employment training program. The model is completely suitable for use in the preparation of Job Training Plans for JTPA funding.

LOCATION: Best Western Motel (Elon College Exit off I-85) Burlington

SPONSORS: N. C. Department of Community Colleges
(Staff Development Services and Occupational Program Services)

SEMINAR FEE: $12.00 (Make check payable to Department of Community Colleges)

PLEASE REGISTER BEFORE OCTOBER 12 to Staff Development Services
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ANNOUNCES A WORKSHOP

A BRIEFING ON: OCCUPATIONAL FORECASTING AND TRAINING FOR NEW OCCUPATIONS

DATES

Tuesday & Wednesday, April 19-20, 1983
Registration: 8:30 a.m. (Tuesday)
Meeting: 9:00 a.m. - 4:00 p.m.

LOCATION

101 South Webster
GEF II - Sixth Floor
Madison, WI 53702

PROGRAM TOPICS:

- OCCUPATIONAL FORECASTING: background, rationale, discussion
- OCCUPATIONS FORECASTED FOR THE FUTURE
- ON-THE-JOB TRAINING PLAN and the Compentency Based Academic Curriculum for new Occupational Training Program based on the Occupational Analysis
- CASE STUDY of a new occupation and new occupational training program that was established

INSTRUCTOR: W. CLYDE HELMS, JR., PRESIDENT, OCCUPATIONAL FORECASTING, INC. (OFI)

Mr. Helms, a pioneer in Occupational Forecasting, has appeared on two NBC documentaries and several other TV and media programs, been described in Newsweek and the Employment and Training Reporter, and interviewed by Kiplinger Newsletter. The cumulative experience of the OFI staff exceeds one hundred years of successful practice in civilian and military occupational, classification, education, and training programs of the U.S. Army, Navy, Marine Corps, and Air Force. This expertise includes personnel subsystems development as well as qualitative and quantitative personnel requirements information for some of the most advanced technological systems in the world. Based on his experience with the Department of Defense, Mr. Helms has established a national model to predict new occupations and develop training programs for those occupations which can be applied to both the public and private sectors.

RECOMMENDED LODGING:

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601 Langdon Street
Madison, WI
(608) 257-4391

Best Western Campus
441 North Frances
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(608) 275-4881

REGISTRATION: Please call (608) 266-5370. Enrollment is limited to 30 persons. NOTE: Parking permits can be requested in advance by sending $3 to the Wisconsin Center, 702 Langdon Street, Madison, WI 53706--ATTENTION: Dawn

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WORKSHOP: OCCUPATIONAL FORECASTING AND TRAINING FOR NEW OCCUPATIONS

SPONSORS: Ohio Management Training Institute, National Alliance of Business (Region XI), and The National Academy for Vocational Education of The National Center for Research in Vocational Education of The Ohio State University.

WHEN: December 15-16, 1982
8:30-9:00 A.M.--Coffee and Registration
9:00-5:00 P.M.--Workshop

LOCATION: The National Center for Research in Vocational Education
1960 Kenny Road, Columbus, Ohio 43210.

PRESENTER: W. CLYDE HELMS, JR., PRESIDENT, OCCUPATIONAL FORECASTING, INC. (OFI), WASHINGTON, D.C. Mr. Helms, a pioneer in Occupational Forecasting, has appeared on two NBC documentaries and several other TV and media programs, been described in Newsweek and the Employment and Training Reporter, and interviewed by Kiplinger Newsletter. The cumulative experience of the OFI staff exceeds one hundred years of successful practice in civilian and military occupational, classification, education, and training programs of the U.S. Army, Navy, Marine Corps, and Air Force. This expertise includes personnel subsystems development as well as qualitative and quantitative personnel requirements information for some of the most advanced technological systems in the world. Based on his experience with the Department of Defense, Mr. Helms has established a national model to predict new occupations and develop training programs for those occupations which can be applied to both the public and private sectors.

TOPICS:
- OCCUPATIONAL FORECASTING: background, rationale, discussion.
- OCCUPATIONS FORECASTED FOR THE FUTURE.
- DISCUSSION of all the steps in implementing/creating New Occupations and New Occupational Training Programs.
- ON THE JOB TRAINING PLAN and the Compentency Based Academic Curriculum for new Occupational Training Program based on the Occupational Analysis.
- CASE STUDY of a new occupation and new occupational training program that was established.

BONUS:
- SLIDE PRESENTATION of Overview of Model for Predicting and Implementing Training Programs for New Occupations.
- MATRIX OF MAJOR DOCUMENTS: Marketing documents to CEOs; Information Bulletins for CEO-designated contact; Information Bulletins for training applicants; Specially Designed Application Forms reviewed by National Education Association; Information Documents for high schools, secondary schools, employment offices, etc.; Documents for predicting new occupations (i.e., Prediction of skills/job tasks, Technology Assessments in cooperation with Corporation Executives, etc.).

COST: $35 per participant. Make checks payable to OMTI.

Please complete the registration form and return it with the $35 registration fee so that it is received at OMTI by DECEMBER 1, 1982.

OCCUPATIONAL FORECASTING AND TRAINING FOR NEW OCCUPATIONS

December 15-16, 1982 at

National Center for Research in
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PREPARED STATEMENT OF THE CHAMBER OF COMMERCE OF THE UNITED STATES, PRESENTED BY ROBERT L. MARTIN [1]

The Chamber of Commerce of the United States is convinced that a broadly and fully educated citizenry is the nation's most valuable asset. Further, the Chamber believes that quality education should be available at all levels and to all segments of the population. To that end, the Chamber would support the vocational education reauthorization legislation (H.R. 4164), provided the legislation is targeted toward: improving the quality of instruction, being responsive to employers' needs, providing work-related training, and having future funding increases based on meeting or exceeding clearly defined standards of performance.

BACKGROUND

American business has not remained unscathed in the transition to a global market over the last decade or so. Intense competition has greatly affected American television, steel and automobile industries, to name a few. Many of these industries were long dominated by American innovation and technical superiority. It is obvious that we must reexamine our ways of doing business in order to maintain our work position, even in the industries where we now have an advantage. This introspection, and resulting change, require managers and workers who can adapt to new skills and work environments. As Pat Choate of TRW stated in a recent National Journal article:

[The] "Nation's industries, firms and workers who can adapt quickly and efficiently can compete and prosper. Those who cannot will suffer."

THE ROLE OF VOCATIONAL EDUCATION

Formalized in 1917 by the Smith-Hughes Act, vocational education is the mainstream occupational education system in the United States and prepares a substantial percentage of the people who comprise the nation's work force. It is at least a $6.5 billion per year industry. Any national vocational education legislation should be designed to: Provide a competent and committed work force; reduce the youth unemployment problem by designing education and training programs to prepare young people for the jobs of the future; reduce the shortage of skilled workers; and attract the young and adults with all levels of ability.

In addition, vocational education programs should encourage active partnerships among community, business, and education interests to assure that the training offered is related to the local labor market needs. Finally, program planning should solicit, and be responsive to, the input of local employers.

EMPLOYER ATTITUDES TOWARD VOCATIONAL EDUCATION

Several years ago, the U.S. Chamber recognized the importance of reauthorizing the federal vocational education law. Therefore, we conducted a survey [2] of 1,811 personnel directors representing a cross-section of U.S. business by industry, size of firm and geographical region. The survey generated a 53 percent response, 957 directors.

The survey revealed that a large majority of the personnel directors in U.S. business firms view vocational education as either "very" or "somewhat" effective in preparing students for employment and in reducing either "substantially" or "somewhat" the need for on-the-job training. At the same time, the survey showed strong support for a number of changes in vocational education and for more involvement by the business community in the design and operation of specific occupational education programs.

Asked how effective vocational education has been in preparing students for employment, only 13 percent rated it as very effective, 60 percent as somewhat effective, 18 percent as somewhat ineffective, 5 percent as very ineffective and 5 percent did not respond. This response underscores a national tragedy in vocational education.

Our survey showed substantial support among personnel directors for greater involvement by business people. Three out of five expressed a willingness to have students gain experience on their firm's equipment, 24 percent said their firms already have arrangements where by vocational education students gain practical experience on their firm's equipment; and 43 percent said they would work out such arrangements if asked.

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[1] Associate Manager, Community Resources Section, Chamber of Commerce of the United States.

[2] Study conducted by the Survey Center of the U.S. Chamber of Commerce in a joint effort with the Human and Community Resources Division, March, 1981.

If asked to do so, 23 percent said it was "very likely" and 31 percent said it was "somewhat likely" that their firms would provide the staff to update vocational education instructors and counselors to job needs and new techniques. Almost one-half (49 percent) said their own companies should be either "much" or "somewhat more" involved in the design and operation of specific occupational education programs, while 42 percent felt their involvement should remain about the same. Fully 77 percent of the respondents said the business community should be "much more" or "somewhat more" involved in the design and operation of specific programs. Only 2 percent suggested a lower level of involvement. Personnel directors were asked where and at what level the teaching of general employability skills and occupational skills would be more effective in preparing young people for work. More than four out of five (81 percent) responded that high school age students are "about the normal age" to participate in vocational education programs. Only 9 percent thought high school students are too young.

A majority (59 percent) recommended teaching general employability and specific occupational skills at both high school and post-high school levels as the most effective way to prepare young people for work; 17 percent thought it would be most effective to teach general employability skills in high school and teach specific skills at the post-high school level. Related, 12 percent would teach general employability in high school and leave specific occupational training to the employer. At least 65 percent of personnel directors said their firms offer formal on-the-job initial skill training for employees who do not have a four-year college degree.

Almost two-thirds (64 percent) thought the best method of providing vocational educational is for schools to "own some equipment and arrange for advanced students to gain experience with local employers, using employers' equipment." By contrast, 23 percent responded that schools should own the necessary equipment and do all practical training in school.

To finance public vocational education, almost one half (48 percent) responded that preferably, federal and state governments should provide tax incentives to employers to work out arrangements with schools to give students practical experience on currently used equipment. Related, 21 percent thought school systems should spend tax dollars to invest in the most modern equipment, and 32 percent did not know or did not respond.

Significant majorities of the respondents agreed that mature adults should have access to training through the vocational education system to develop upgraded and re-entry skills, that there should be an increase in the use of private sector personnel as resources in vocational education classrooms, and that the law should be changed so employers will be more involved in evaluating vocational education programs. Also, a significant majority disagreed with the proposal to reduce specific job skill training at the high school level while increasing vocational courses in junior colleges.

Finally, many personnel directors believed that more vocational education in this country should be supplied by proprietary vocational/technical schools; 15 percent responded "much more" and 36 percent "somewhat more." The survey showed that the general employer community values vocational education, but wants an improved system structured to work much more closely with employers.

These employer opinion coupled with a growing understanding of the rapidly developing workplace Americans will need at least until the end of the century, compel us to ask how the new vocational education act should structure the system.

CHAMBER RECOMMENDATIONS

Over the last two years, the Chamber has been participating with the Business Roundtable, Committee for Economic Development, the National Association of Manufacturers, and the National Alliance of Business in the activities of the Business Working Group on Human Resources. This group was involved in the development and successful implementation of the Job Training Partnerhip Act (JTPA). The past six months has seen the Business Working Group on Human Resources devote considerable time and attention to federal vocational education.

The Chamber, in consultation with the Business Working Group on Human Resources, recommends that the subcommittee consider the following in the development of H.R. 4164.

(1) The federal investment should be directed toward improving the quality of instruction and meeting student and employer needs for labor market-oriented pro-

grams leading to job placement and improved economic futures for students. The federal investment in vocational education is less than 10 percent of the total funds spent on vocational education. Since 1917, that contribution has been used to encourage expansion of the system and, since 1963, to increase access and provide equity. Today, there is a new urgency to shifting the emphasis to assure that the system meets the needs of a rapidly changing and developing economy—while continuing to ensure access and equal opportunity.

(2) Vocational education planning and implementation at the state and local levels should be premised on working closely with employers who are users of the system and on an analysis of employment and training needs in the state. It has been shown that one of the key elements in job placement success of occupational training programs is the link between the programs and employers. Ultimately, the measure of vocational education must be the ability of the graduates to secure and retain a job. Vocational education has several avenues of communication with employers, all of which are advisory. Also, there is no required input from employers at the state level where sufficient planning and programming decisions are often made. New federal legislation should be directed at increasing employers' contributions to state vocational education policies, similar to JTPA.

(3) States should expand their capability to provide expert information, guidance and technical assistance to school systems and vocational education instructors based on information from employers. The Vocational Education Amendments of 1976 required state vocational education agencies to commit major portions of their resources to compliance and oversight functions. While some of these functions may be necessary, state agencies should be encouraged to return to their primary role as a source of expert information, guidance and technical assistance to local education agencies and institutions. This can be done if representatives of business, labor and vocational education work together to establish the type and level of competence needed for entry and success in each occupation taught.

(4) Goals and objectives for state and local programs should be clear and include standards of performance to measure effectiveness in meeting federal goals and to improve accountability for federal funds. Rather than seeking oversight of federal funds through detailed reporting processes (as required by the 1976 planning amendments), we recommend an oversight system based on results-oriented evaluations and rewards for program results. There is precedent for a performance based system since some states already measure placement of program graduates as a factor in continuing to provide state funds for specific programs. We recommend that meeting performance standards be a basic requirement, and that special funds be set aside as incentive awards for outstanding teachers, schools and school systems.

(5) Reauthorization of the Vocational Education Act should reinforce the direction of the JTPA to ensure coordination with other employment related systems. JTPA takes a first step toward bringing about a comprehensive approach to addressing employment related programs within each state. The reauthorization of the Vocational Education Act presents a second opportunity to encourage related systems to work together. Decision making fragmented among related programs wastes limited resources and causes duplication of services. In the next several years, governors should consider whether to consolidate related councils to provide a central focus for employment and training-related policies and programs.

CONCLUSION

Vocational education is a vital training program for youth and adults and an integral component of the federal employment training policy. The goal of vocational education is to provide willing individuals with the skills and abilities to compete successfully in an ever-changing world economy. To accomplish this goal, new legislation (H.R. 4164) must involve the business community in the policy-making and management of vocational education programs at all levels of government.

American Federation of Labor and
Congress of Industrial Organizations,
Washington, D.C., November 15, 1983.

Hon. Carl D. Perkins,
Chairman, Elementary Secondary and Vocational Education Subcommittee, House of Representatives, Rayburn House Office Building, Washington, D.C.

Dear Mr. Chairman: We would like the following comments entered into the record of the hearings held on vocational and technical education by your subcommittee on November 7, 8, and 9th. After reviewing H.R. 4164, The Vocational Technical Education Act of 1983, the AFL-CIO would like to take this opportunity to describe a number of concerns we have with this bill.

We would like to see the purpose of the bill enlarged to include more educational concerns for secondary students. H.R. 4164, as written, would place too great an amphasis on training at the expense of academic skills. In our May 18, 1983 testimony submitted to your subcommittee we stated that, "The AFL-CIO believes that secondary students should continue their core academic subjects while at the same time receiving broad, general skill training with adaptive skills. Vocational education should be held to the highest possible standards in both the practical and academic education offered to students." Further, evaluation of such vocational education programs should be based on programmatic review rather than upon a level of job placement as described in H.R. 4164.

We support, in principle, Part D (Industry—Education Partnerships For Training In High Technology Occupations) and Part F (Adult Training, Retraining and Employment Development) of Title II of H.R. 4164 as stated in our May 18th testimony. We find however, in the language of the bill an excessive concern for the "advice of employers," "special consideration" for "the level and degree of business and industry participation in the development and operation" of vocational education programs, and "education and training programs designed cooperatively with employers."

The AFL-CIO supports the building of more effective "linkages" between vocational educational programs and the private sector. At the same time, the parts of H.R. 4164 that call for employer development and funding of vocational education programs raise fundamental questions concerning the purposes of our public education system. Employer design and development of education and training programs "especially tailored to the needs of an industry" or for "quick-start, customized training" without comparable input and involvement of workers and without any safeguards against abuse should be opposed.

Title III (National Programs) calls for the establishment of a President's Council on Vocational-Technical Education. We strongly support such advisory councils which include labor representatives on the national, state and local levels in order to assure the development of vocational education programs that are responsive to our economic and social needs in the midst of rapid technological change and structural dislocation in our economy. This Administration, however, has not appointed a labor representative to the National Advisory Council on Vocational Education as called for in the current legislation. Accordingly, as we stated in our May 18th testimony, we request that language concerning the composition of any national advisory council on vocational or "vocational-technical" education be worded to read that such a national advisory council, "include individuals—representative of both organized labor and management, including persons who have knowledge of semi-skilled, skilled, and technical employment and training."

Finally, in regard to the makeup and structure of the state advisory councils as called for in Title IV, (General Provisions)—Part A, Section 402, we believe that each council should choose a chairperson from its own membership without restriction. We urge modification of Section 402, (d) which limits the state advisory council chairperson to a council member from the private sector. The current selection process that imposes no such restrictions has worked well and should not be changed.

Thank you for this opportunity to tell you of our concerns with H.R. 4164. Our May 18th testimony is attached.

Sincerely,

RAY DENISON,
Director, Department of Legislation.

SUBMITTED STATEMENT OF THE AMERICAN FEDERATION OF LABOR AND CONGRESS OF INDUSTRIAL ORGANIZATIONS

We are pleased to have this opportunity to submit the views of the AFL-CIO on vocational education as the Congress begins deliberation of the reauthorization of the Vocational Education Act.

Labor's concern for education predates its own formal organization in 1881 and as early as 1908 tne AFL formulated a comprehensive program for vocational education which was passed in convention.

In 1909 the AFL convention defined a comprehensive curriculum suitable to specialized schools for students 14-16 years of age to adequately prepare them for the trades and enable them to make an informed judgement on a specific vocation.

"The course of instruction in such a school should be English, mathematics, physics, chemistry, elementary mechanics, and drawing, the shop instruction for particular trades, and for each trade represented, the drawing, mathematics, mechanical, physical and biological science applicable to the trade, the history of that trade, and a sound system of economics, inlcuding and emphasizing the philosophy of collective bargaining."

Such a program of studies is even more appropriate in this day of increased need for workers to be broadly educated with transferable skills and schooled in the art of continual learning. New technology mandates new training, new methods, new work skills. Vocational education must contribute to this preparation with a renewed vigor stimulated by a strong leadership role on the federal level.

As the Congress prepares to reauthorize the Vocational Education Act, the AFL-CIO urges rejection of the Administration's efforts to diffuse and dilute the program by further consolidation. We oppose consolidation as counter productive to the realization of national needs. We likewise believe the Adult Basic Education Act should remain a separate program. Surely the recent statistics estimating that approximately 34 million adults could be classified as functional illiterates speaks to the need for a fully funded national effort in basic skills for adults.

The National Commission on Excellence In Education's report "A Nation At Risk: The Imperative For Education Reform," states that, "In a world of ever-accelerating competition and change in the conditions of the workplace, of ever-greater danger, and of ever-larger opportunities for those prepared to meet them, education reform should focus on the goal of creating a Learning Society. At the heart of such a society is the commitment to a set of values and to a system of education that affords all members the opportunity to stretch their minds to full capacity, from early childhood through adulthood, learning more as the world itself changes. Such a society has as a basic foundation the idea that education is important not only because of what it contributes to one's career goals but also because of the value it adds to the general quality of one's life."

We believe such reform should be equally directed toward students in the secondary vocational education system. Too often, this group of students has been offered reduced academic opportunities replaced by specific skill training which limits their future employability to low-skill, low-paying jobs. The AFL-CIO believes that secondary students should continue their core academic subjects while at the same time receiving broad, general skill training with adaptive skills. Vocational education should be held to the highest possible standards in both the practical and academic education offered to their students.

The AFL-CIO particularly urges federal support for programs that: address the particular needs of minority and inner-city youngsters for equal access to vocational education institutions; encourage improved standards of performance for vocational schools; offer the necessary resources for improved guidance counseling for students in the middle school years to give students time to consider preparation for work in non-traditional areas; strengthen and improve implementation of sex equity provisions; seek to improve resources available for teacher preparation, retraining and retention; and provide adequate funding levels for the purchase of new equipment and upgrading in response to technological changes.

Vocational education, to be successful, must be a joint effort of educators, federal, state and local government and labor and industry. Improved strategies for coordination between and among state and local planning councils should be encouraged. According to the National Institute of Educations' study on vocational education, coordination is taking place at the state level but it has had little impact on program decisions at the local level.

Title I of the "Education Amendments of 1976" of the "Vocational Education Act of 1963" mandates broadly representative state and local vocational education advisory councils that include labor representatives. We firmly believe that such advisory councils on the local, state and national levels are essential for the development of vocational education programs that are responsive to our economic and social needs in the midst of rapid technological change and structural dislocation in our economy. It is important that representatives of the appropriate labor unions or state and local councils of organized labor provide input concerning what courses or programs ought to be offered. This will help to avoid overtraining for a few popular programs where there is already an oversupply of workers, while at the same time encouraging the development of programs where there is likely to be a need for additional personnel.

The AFL-CIO urges the Congress to maintain these advisory councils with strengthened provisions for labor representation at the local, state and national level. The present law, Part B, Sec. 162(a)(1) reads: "The National Advisory Council shall include individuals—representative of labor and management, including persons who have knowledge of semiskilled, skilled, and technical employment."

However, there has been no labor appointment to the National Advisory Council on Vocational Education in this Administration. Moreover, we are advised that the staff of the Council interprets the law to mean either a labor *or* management representative. Accordingly, we request that this provision be reworded to read: "The National Advisory Council shall include individuals—representative or both organized labor and management, including persons who have knowledge of semiskilled, skilled, and technical employment and training."

We likewise believe it is equally important for the National Center on Research in Vocational Education to have representatives from labor and industry in an advisory capacity for their research agenda. We support the establishment of a mandated council, with labor representation to assist the National Center advisory council would advise the Director and the Secretary of Education concerning policy matters affecting selection and conduct of major research projects and activities of the Center.

In the area of new initiatives, we urge additional funds be provided for training and retraining of adults who are entering the job market or who are already in the labor market. Such funds should also be designed to assist workers who are victims of structural unemployment and industrial dislocation. There is an urgent need to equip adult workers with competencies that match the requirements of our factories and offices which have been and will be affected by rapid technological change.

The continued erosion of a national commitment for a fair and comprehensive education to address the needs of workers and their families ill serves the future growth of the nation. The current Administration's call for a decline in federal support for educational programs must be replaced with a substantive federal leadership program to enable the nation's public education system to educate and retrain America's current and future workforce.

In 1981, the AFL-CIO Executive Council Report, adopted at the AFL-CIO Convention in November of that year, pointed out that: "At a time when education in America was beginning to reflect the benefits of the categorical programs funded in the last two decades, this Administration has misread an election victory as an overwhelming mandate to ease federal responsibility for eductional services to workers and their children . . . We continue to believe that leadership at the federal level is crucial to addressing the needs of special populations that were not attended to until the advent of federal aid."

Most recently, the AFL-CIO Exective Council at its February 1983 meeting approved a statement of Education calling for a "substantive leadership program to enable the nation's public education system to educate and retrain America's current and future workforce." The AFL-CIO Executive Council also asked Congress to "reject Administration efforts to reduce support by consolidating vocational education grants into broader education block grants." This follows an earlier statement of the Executive Council (Feb. 1980) defining specific needs in vocational education. These statements are attached.

STATEMENT BY THE AFL-CIO EXECUTIVE COUNCIL ON EDUCATION

The AFL-CIO rejects the Reagan Administration's education budget proposals because they rest on tax gimmicks, rhetorical fluff and pious platitudes instead of a substantive leadership program to enable the nation's public education system to educate and re-train America's current and future workforce.

The AFL-CIO continues to reject education vouchers, tuition tax credits and education savings accounts which drain revenues needed for public education institutions. The voucher proposal for compensatory education services for the disadvantaged could destroy a successful and effective public school program.

The AFL-CIO opposes cuts that eliminate or reduce student aid programs and so-called self-help grants which further diminish equitable education opportunities, penalize low tuition community colleges and state institutions and demean the dignity of workers' families striving to offer their children the opportunities of higher education. The AFL-CIO considers education to be a right and not a privilege. The Reagan Administration's proposals, by requiring greater payments by individuals, would severely restrict access to higher education for most Americans, especially those in low-income groups.

In the conviction that America's commitment to quality education for all should be broadened and strengthened, rather than reduced, we call on the Congress to reject proposed rescissions in the categorical funding for bilingual education, Indian education and special programs to assist elementary and secondary schools.

The President's budget proposals of the last two years included no money for mathematics and science teaching. While this year's proposal does address the real need to train more teachers in these subjects, a far greater effort is needed to help raise the national level of technical knowledge and training. Vocational education programs being considered for renewal this year are especially important because of the recession and high unemployment. Putting America back to work will often depend on our ability to send America back to school.

Education and training related to job opportunities should be easily and freely available to young people and to adult workers, especially to those who are unemployed. To achieve this goal, the public vocational education system must be adequately funded.

The AFL-CIO calls upon Congress to authorize realistic levels of funding to enable public vocational education to train students in high technology, using modern equipment. To maintain the federal leadership role, Congress should reject Administration efforts to reduce support by consolidating vocational education grants into broader education block grants.

We also urge the Congress to explore new initiatives for the retraining of adult workers through the vocational education system, to provide incentives and support for the training, retention and upgrading of teachers, and to continue and strengthen the requirements for labor representation on local advisory councils.

We recognize that the joint cooperation of labor, management, local government and local education agencies and institutions is essential for the effective operation of vocational programs to meet the needs of workers, their employers and local communities. We urge all AFL-CIO affiliates to support such cooperative efforts in every possible way.

[From Report of the AFL-CIO Executive Council, November 1981]

EDUCATION

Since the AFL-CIO last met in convention the goals for achieving quality education for workers and their families have received an unprecedented challenge from the Reagan Administration. At a time when education in America was beginning to reflect the benefits of the categorical programs funded in the last two decades, this Administration has misread an election victory as an overwhelming mandate to ease federal responsibilty for educational services to workers and their children. In the massive shift of national resources through budget cuts and tax expenditures public education has taken an unfair share of the burden. Even more discouraging for those who would hope to achieve the American dream of a quality education program from kindergarten through college for themselves and for their children is the knowledge that this first round is just the beginnig.

The labor movement, which has been in the forefront of education batties in local communities, state legislatures and the Congress, must be prepared to marshall its forces to sustain the gains achieved over the past 100 years and move forward with a program that addresses the crucial needs of our public education system.

The AFL-CIO celebrates its centennial year within the framework of an Administration that eloquently professes empathy for workers' problems, yet stridently proposes programs that contradict the rhetoric. The AFL-CIO again reaffirms its commitment to the goals enunciated by Samuel Gompers: "We want more schoolhouses and less jails, more books and less arsenals, more leisure and less greed, more justice and less revenge."

ELEMENTARY AND SECONDARY EDUCATION

The AFL-CIO reasserts its commitment to building a strong public education system from kindergarten through college. In pursuit of that goal we firmly reject such proposals as educational vouchers and tuition tax credits as detrimental to the continued strength and growth of the public school system. We will continue to work for the full funding of education programs on every level of government to assure that sufficient resources may be available to address the critical needs of the public schools.

We continue to believe that leadership at the federal level is crucial to addressing the needs of special populations that were not attended to until the advent of federal aid. Quality programs and equal educational opportunity for all citizens continues to be our priorty.

The Elementary and Secondary Education Act of 1965 was essentially repealed with the passage of the Education Consolidation and Improvement Act of 1981. Twenty-eight separate programs were folded into one block grant. However, the largest categorical programs such as Title I, grants to school districts, Handicapped Aid, and Adult Education were authorized separately. In addition, Impact Aid, Bilingual and Vocational Education will continue as separate programs.

We support the concept embodied in Title I as it was originally written in 1965, a program to address the critical education needs of children who were economically disadvantaged. This concept though under attack from several quarters survived in the new Education Consolidation and Improvement Act of 1981. New research indicates that Title I services have made an impact on achievement levels of youngsters receiving these services as compared to those who have not. We believe that this program illustrates the beneficial role that federal leadership programs in education can provide. AFL-CIO opposes any further efforts to dilute Title I services through conversion to block grants or diminished funding.

Impact Aid, one of the largest programs of general assistance to school districts, was reduced by nearly 50 percent. The new legislation calls for a three-year phase out of the program for children whose parents live or work, but not both, on federal property. Schools on military property which have been supported by Education Department monies will be picked up by the Department of Defense. Elimination and reduction of Impact Aid will add to the burden of local school districts in financing educational services with inadequate tax revenues.

CAREER EDUCATION

The Career Education program which acquaints students with the many options available to them in the world of work lost 50 percent of federal funding and was folded into the block grant of 28 programs in the education legislation of 1981. We expect however, that career education efforts will continue in the state and local education agencies.

We urge our affiliates to cooperate with teachers seeking to give their students additional information about the labor movement in their career education projects. We reiterate our concern that career education not be used to circumvent appropriate labor laws in the guise of providing work experience for students.

LABOR IN THE SCHOOLS

Through renewed efforts with state federations and affiliates the department has been working to advance a balanced program of education about the labor movement in the nation's classrooms. The department has cooperated with efforts in Maryland, Michigan, California and Wyoming which are currently underway to introduce information about the labor movement into the school curricula. Conferences to assist teachers and educators working with this program have been held in the same states. Special emphasis has been given to the preparation and distribution of material and films to augment these programs.

Packets of information designed for students and teachers have been distributed by the department. A new publication, How Schools Are Teaching About Labor, provides teachers with curriculum that has been successfully introduced into the public schools. Supplemental to this effort are the materials prepared for labor's centennial and described in another section of this report and the department publication, Guide to Union Sponsored Scholarships.

VOCATIONAL EDUCATION

The AFL-CIO reaffirms its historic concern with the development of the vocational education system. At present, approximately three million young people complete vocational education programs that enable them to be successful in finding employment related to their training. At a period when it is most necessary to direct vocational education programs to specific populations to alleviate youth unemployment, the Administration has cut $49 million from the program and is asking for $553 million in 1982, a 30 percent cut in funding from 1980.

As the Congress prepares to reauthorize the Vocational Education Act of 1976, we call upon them to:

Address the particular needs of minority and inner-city youngsters for equal access to vocational education institutions.

Consider the resources needed for guidance counseling, teacher preparation and research.

Approprite and authorize adequate funding levels for the purchase of new equipment and upgrading due to technological changes.

Address the questions of sex equity in all vocational education programs.

Maintain the federal leadership role by rejecting the block grant proposals.

We ask that the same resources that are allotted to college-bound students be allocated to those students in the vocational education system. For too long this system has been considered inferior to the general education offerings. We continue to believe a vocational education system that offers a quality program of basic education and general skills will make a significant contribution to alleviating youth unemployment.

HIGHER EDUCATION

The Reagan Administration budget critically curtails student aid funds for workers and their children. The budget cuts affect virtually every student aid program:

Student assistance under the Social Security program was reduced by 25 percent and will be gradually phased out over a four-year period. This program was for the children of retired or disabled. It is estimated that approximately 200,000 students a year will be adversely affected by the elimination of these benefits.

Guaranteed loans for college students were reduced with a means test imposed for families with annual incomes exceeding $30,000, eliminating 450 million from the loan program. In addition, a 5 percent origination fee will be required for all loans.

The interest rate was raised from 9 to 14 percent for loans to parents of college students, with the interest rate tied to the Treasury bill rate.

The maximum amount of the Pell grants to needy students was reduced for this year with further reductions due next year.

The interest rate was raised by 1 percent (from 4 to 5 percent) on the National Direct Student Loans, a program for particularly needy students.

These reductions in aid must be examined in combination with a general reduction of support for higher education on the state and local level due to special tax initiatives and loss of revenue. We ask our affiliates to continue their efforts to convince the Congress and the state legislatures that higher education be an attainable goal for every American regardless of race, color, creed, sex or economic background.

Access to higher education is as important for workers as it is for their children. The Education Department has been cooperating with universities and unions to increase the availability of general liberal arts degree programs geared to the interest of workers. These programs provide access to higher education for trade unionists, still fully employed, and at the same time forge a new and binding relationship between higher education and trade unionists.

A growing number of union members want to return to school or complete work on a degree. The AFL-CIO recognizes that the current crisis in social and economic policy requires that the labor movement educate its members in a broad range of subjects including economics, international affairs, technology, and urban studies. Liberal education programs designed for and delivered to working people will enable large numbers of unorganized students to become familiar with the history of work and the role of the labor movement. Faculty who staff these programs will develop a better understanding of trade unions.

The AFL-CIO supports and encourages this new development in higher education and sees it as offering a balance for students to the growing proliferation of business-oriented higher education programs. We urge union affiliates to encourage their members to take advantage of negotiated tuition aid benefits and union scholarships to continue their higher education.

ADULT AND WORKER EDUCATION

Workers and their unions face increasingly complex legislation, new technology, and health and safety problems that make it mandatory that they have access to education programs that will help them effectively fulfill their duties to administer their unions and represent their members. State universities and community colleges that cooperate with unions to offer these educational services are now in the midst of a struggle for public funding to continue these programs. We call upon our affiliates to sustain their efforts in support of these institutions serving labor's needs and we ask their assistance as we seek to convince legislators on the state and national level that programs for workers are just as valid as programs for farmers and businessmen. We urge all affiliates to continue their special education efforts on behalf of minorities and women so that their preparation will enable them to move forward in leadership roles in the trade union movement.

The Education Department assists affiliates in worker education programs by maintaining close liaison with the universities and community colleges in the University College Labor Education Association. Through a cooperative conference in San Francisco in March 1981, 200 union and university labor educators were able to exchange information and programs impacting on trade union members.

Special programs for women trade unionists have been sponsored by the department. For the past six years the department has cooperated with the University and College Labor Education Association in sponsoring three week-long summer schools for trade union women. These regional schools concentrate on building skills and developing a greater knowledge of the history, structure and policies of the trade union movement to encourage women to take a more active role in their unions. A national conference on comparable worth was co-sponsored by the department, Cornell University, and the Coalition of Labor Union Women. The department staff also works with the Southern Advanced Labor School, the Rocky Mountain Labor School and is available for planning and staffing state federation summer schools, and other programs sponsored by the affiliates. A special one-day conference on critical TV viewing was co-sponsored with the Connecticut State AFL-CIO.

Department staff worked closely in assisting grantees of the New Directions program of the Occupational Safety and Health Administration. The Education Department and Health Administration. The Education Department and the OSHA Department of the AFL-CIO have joined with several affiliates and state federation in a cooperative project with the Workers Institute for Safety and Health.

The Department of Education prepares basic materials which are widely used by international and local unions throughout the country. The most widely used publications include: AFL-CIO Manual for Shop Stewards and Teaching Guide, How to Run a Union Meeting, for Labor catalogue, Use Films in Education Programs, and Your Local Needs an Education Committee.

Each spring the department prepares a Leadership Training Manual which is designed to educate local union leaders on key legislative and economic issues of concern to labor. Almost 5,000 copies of this manual have been ordered for use in summer schools conducted by international unions, state federations, and university labor education seminars. In 1981 the manual was used by 38 international unions, 24 state federations, 21 central labor bodies, the AFL-CIO Southern Staff Training program and three summer schools for union women.

The AFL-CIO Film Library houses the largest collection of films on labor and legislative subjects in the country. New films are continuously added to the collection which is used by unions, universities, public schools, church and other social service groups throughout the nation. Film discussion guides are prepared on most films. Education Update, a bimonthly newsletter about labor education programs and resources is distributed to union and university educators.

COUNCIL RECOMMENDATION

Elementary and secondary education

The AFL-CIO affirms its commitment to building a strong public school system to serve all our citizens. Therefore

1. We continue to reject tuition tax credit proposals and educational vouchers as detrimental to the advancement of the public schools.

2. We urge Congress to fully fund education programs designed to serve all students with special needs, i.e., Title I, handicapped aid, and bilingual programs. We further urge Congress to resist any new initiatives to dilute federal aid through budget cuts or conversion to block grants.

3. We ask all our affiliates to assist the schools in teaching about the labor movement. Films, materials and speakers from the labor movement are an invaluable tool for the classroom teacher's efforts to introduce the study of labor into the school program.

Vocational education

We call upon Congress not to shortchange the students in vocational education and to authorize a program that will enable the system to respond to the problems of youth unemployment. We ask that the reauthorization of Vocational Education continue the federal leadership role; target programs for inner-city residents; provide for teacher training and resources; authorize realistic levels of funding for new equipment and new technologies; and address the question of sex equity for both men and women.

Higher education

Tuition for higher education should not be prohibitive for workers and their families. We renew our call to Congress to fully fund programs of student aid so that the goal of equal opportunity in education may be available to all students.

The AFL-CIO supports and encourages the development of worker-oriented liberal arts degree programs sponsored by community colleges and universities.

We specifically urge our members to begin or continue their higher education in programs designed and sponsored by unionized faculty.

Adult and worker education

We call upon our affiliates to increase their efforts in providing education programs for their members. We urge affiliates to work cooperatively to assure that programs for workers receive public support consistent with the funding for programs for farmers and businesses.

STATEMENT BY THE AFL-CIO EXECUTIVE COUNCIL ON YOUTH EMPLOYMENT, EDUCATION AND TRAINING

We welcome and support the concept embodied in the Administration's new initiative on youth education, employment and training. It is a significant step in the right direction of providing both skills and jobs for young people who are often unemployed because of a lack of education and training.

The program draws on the experience gained from the Youth Employment and Demonstration Projects Act of 1977, which the AFL-CIO supported. It also reflects our long-time concern that education and training must involve close collaboration between the education community, government, labor and business.

The AFL-CIO believes this initiative will improve education, training and employment opportunities for disadvantaged youth. The assistance provided for both vocational and basic education will assure students not planning to attend college the same resources and preparation at the secondary level as college-bound students.

We call upon Congress to make certain that vocational and basic educational facilities and services will be made available to those most in need in the inner cities and rural areas. Youth unemployment will be diminished only when those minority young people most affected have access to educational opportunities that provide increased emphasis on academic skills combined with a program of broad technical skill training.

We urge more realistic guidance counselling on vocational opportunities in the middle school years to give students the time to consider entry into previously nontraditional work areas for both men and women. Improved standards of performance for vocational education schools and programs can be best realized through support for teacher training, upgrading and modern equipment.

Vocational education can offer young people a practical and realistic insight into the world of work; it should not mean that vocational education students are encouraged to leave school at an early age for low-skill, low-paid jobs. Work experience can teach vocational education students much about labor and collective bargaining and should not be an excuse to pay subminimum wages or undermine established working conditions.

The AFL-CIO and its affiliates are pledged to work with teachers and business and industry to effectively assist in the education and training of young people, many of whom are the children of our members.

Accordingly, we will continue to work with the Administration and the Congress in developing the authorizing legislation and assuring sufficient appropriations, so that this important new program combined with enhanced vocational and basic education, will be effective in reducing youth unemployment and providing the nation with a more qualified workforce for generations to come.

PREPARED STATEMENT OF ROBERT L. SMITH, EXECUTIVE DIRECTOR, THE COUNCIL FOR AMERICAN PRIVATE EDUCATION

The Council for American Private Education, representing fifteen national private school organizations whose schools enroll approximately 80 percent of all private school students, offers the following testimony regarding the Reauthorization of the Vocational Education Act.

First of all we'd like to associate ourselves with the excellent testimony submitted by the National School Board Association to the House Subcommittee on Elementary, Secondary and Vocational Education November 1, 1983, on HR 4164 by Dr. M. Joan Parent, with particular attention to these points in her document:

". . . Federal programs should be designed to improve our capability to serve the broad spectrum of America's students in high quality vocational education programs and courses. The group of students requiring vocational services should include those who are college-bound, educationally disadvantaged, limited English speaking, handicapped, as well as those students who have traditionally sought the benefits of vocational education . . . .

"At the secondary level, the major goal for most vocational students should not be limited to specifically training them for those entry-level jobs which happen to be available in the local market during a particular school year. Rather, the goal should be to provide students with a more comprehensive and enduring foundation for work.

"In addition to being able to obtain employment, that foundation should prepare secondary students to exercise career options beyond the entry level, as well as prepare them for further training whether it occurs at community colleges or at four year post-secondary institutions—or by business. Specifically, that foundation should include the mathematical, language, communication, and problem solving background that is associated with the master of a range of occupations—beyond the entry level in any occupation. As such, program success should be measured, in part, by educational achievement—which is a very different measure than whether the students landed the job.

"As compared with a training program, an education program must meet a much higher standard in that both the long-term educational needs of the student must be met, as well as the short-term occupational needs of landing the first job and gaining the satisfaction of the first employer. As an educational program we are also interested in the student's second job and second employer.

"In summary, vocational education should form the foundation for a lifetime of work including success on the first job. This is part of what we mean when we say that there is a federal interest in keeping vocational education firmly directed toward education goals as contrasted to training objectives."

I would also call your attention to the testimony of Raymond G. Wasdyke, who in 1980, wrote the report, "Postsecondary Students in Non-Profit Private Schools with Access to Publicly Supported Vocational Education Programs."

Among his more important general observations:

(1) "The available evidence suggests that private school students are not adequately served; the requirements of the Vocational Education Amendments of 1976 have not been met. It appears on the strength of the evidence to date that little real progress has been made since provisions for private school students' involvement in federally supported programs were included in the Vocational Educational Amendments of 1968."

(2) "Of the obstacles standing in the way of cooperation between private and public institutions, the most prevalent and persistent seem to be attitudinal and communications problems. Misperceptions, negative stereotypes, and distrust are shared by private and public educators alike.

"Without exception, positive interaction between these two educational sectors relies heavily on previously existing personal friendships. Furthermore, where successful cooperative programs exist, they were initiated and implemented on the basis of a commonly held view of the important of serving the vocational needs of all our nation's youth regardless of whether they are enrolled in private or public institutions."

Among his more important recommendations:

(1) "Provisions for the involvement of private school students in federally supported vocational education programs should be expanded to include all programs."

(2) "Model programs of cooperation between private and public institutions should be developed, and information about them should be widely disseminated."

(3) "State commissioners of education should allocate a portion of their discretionary funds for the development and implementation of innovative and exemplary programs of cooperation between private and public schools."

Beyond those important points, CAPE urges that the Committee pay serious attention to the critical educational and societal implications of the growing gap between those who get an essentially academic education and those who, because of an alleged incapacity to handle this, get a vocational education. Others, including the National School Boards Association, from whose testimony I have quoted, speak forcefully and eloquently in behalf of giving a strong education in the basic academic skills to students pursuing a predominantly vocational education. Their future job placement and economic security in a rapidly developing technological society depends on their having a strong grounding in reading, writing and math, the subjects upon which all further learning will be based.

But the gap between the education of the academic and the vocational student not only require appropriate academic infusions into vocational education. It requires, as well, vocational additions to academic education. Our society is becoming one in which those who work with their heads and those who work with their hands have little contact and even less understanding.

It is the view of an increasing number of private school principals, and I feel sure of public school heads as well, that the learning skills of their academic, college-bound students must include those needed for functioning in at least a minimally effective way in a mechanized, technological age. Vocational education is an important component of everyone's education. The Commission on Excellence in Education put it this way:

"The high school curriculum should also provide students with programs requiring rigorous effort in subjects that advance students' personal, educational and occupational goals, such as the fine and performing arts and vocational education. These areas complement the New Basics, and they should demand the same level of performance as the Basics."

It is our view that vocational education, as currently oriented, does not meet the goals of a learning society and the needs of a vigorous democracy. And from the standpoint of private schools, there is little in vocational education as it now exists to attract private school participation.

Our overall strong recommendation to the Committee is that vocational education programs be flexible enough to be useful to all students. As I said last year in a report to a House committee looking into private school participation in vocational education programs: "Just as war is too important to be left to the generals, so vocational education is too important to be left only to vocational education professionals." The future of our increasingly mechanized and technologically oriented society requires all students to be literate in subjects and skills which are properly within the purview of vocational education. The big job, as in all education, is to bring students and subject together in an effective way. We need the best brains from the public and private sectors to do this.

In summary, vocational education programs should be tailored to meet the critical and enduring educational needs of a changing society. Vocational education should no longer be considered the dumping ground for students who are academically weak, but rather an integral component of every child's education flexibly offered to meet differing needs. Vocational education can play a larger, more important role in education only if it can transform itself to meet the needs of all students. If that happens it will be worthy of our full support and gratitude.

As an important postscript, we find that both the "AVA bill" and the Administration make no reference at all to private school participation. We consider this a most serious omission and trust it will be corrected.

The members of the Council for American Private Education include the following: The American Lutheran Church, American Montessori Society, The Association of Evangelical Lutheran Churches, Association of Military Colleges and Schools of the U.S., Christian Schools International, Friends Council on Education, Lutheran Church—Missouri Synod, National Association of Episcopal Schools, National Association of Independent Schools, National Association of Private Schools for Exceptional Children, National Catholic Educational Association, National Society for Hebrew Day Schools, Seventh-day Adventist Board of Education, K-12, Solomon Schecter Day School Association, U.S. Catholic Conference, and State Associations in 25 states.

ACLD,
Pittsburgh, Pa., November 7, 1983.

Hon. Carl D. Perkins,
Chairman, Committee on Education and Labor, House of Representatives, Rayburn House Office Building, Washington, D.C.

Dear Mr. Perkins: I am writing on behalf of ACLD, Inc., An Association For Children and Adults with Learning Disabilities. We want to thank you for the opportunity to submit written testimony for inclusion in the hearing record on the "Special Populations" for the Vocational Education Act.

ACLD, Inc. feels that there are three major areas of concern, in regards to the "special populations" secton especially the SLD section of the Vocational Education ACT. We feel that they are:

(1) A strong need to keep intack the "set-asides" and matching fund provisions.

(2) To tighten up on the IEP requirement in the Vocational Act as it is required in Public Law 94-142.

(3) To maintain a strong data collection system.

As was stated by 34 of the 38 states that participated in the questionnaire sent to them from the committee on Education and Labor, Subcommittee on Select Education on May 12, 1982, their response was "The set-a-sides must be preserved." Also as quoted by one of the states "The special needs thrust did not get started prior to the set-a-sides. There are many in Vocational Education who are in competition for dollars that would deemphasize serving persons with special needs in order to preserve programs for regular students." Therefore the handicapped and especially the SLD would be denied appropriate Vocational services if the "Set-a-side" was eliminated.

In regards to the IEP component of the Vocational Education ACT and Public Law 94-142, if this component is not strictly complied with, we will not be appropriately serving the special population in the vocational programs. Because the IEP is the means by which the students would be able to receive the special support services that the special population (SLD) would need. I have seen this type of problem develop in my own area because a student did not have listed in the IEP the support services needed, therefore they were not able to benefit from the Vocational Education program.

The third concern of ACLD was the need to have a strong data collection and reporting system. It is felt that without the data being reported the people in government would be unable to accurately assess the true performance of programs, and how it relates to the dollars spent. It would also be one of the means of enforcing the law because then school systems would know that they would have to be accountable for their programs and dollars spent.

Respectfully,

ALICE BERNARD, *Vocational Committee, Chairman.*

DEPARTMENT OF CORRECTIONS,
MICHIGAN REFORMATORY,
Ionia, Mich., January 23, 1984.

Hon. WILLIAM D. FORD,
Cannon House Office Building,
Washington, D.C.

DEAR REPRESENTATIVE FORD: I would like to express the support of the Michigan Reformatory for Senate Bill 615 and the identical House Bill, H.R. 3684, entitled, "The Federal Correctional Education Assistance Act." These bills are now pending in various Senate and House Committees. I recommend that you support the passing of these bills. This is an excellent opportunity for the Federal Government to support and make a commitment in policy and practice to correctional education programs in the State of Michigan. These two bills will provide needed resources for correctional education programs which decreasing state funds cannot adequately meet.

The Michigan Reformatory, located in Ionia, Michigan, has an average daily prisoner population of 1,183 with approximately 500 prisoners attending various school programs. We could utilize grant funds received through the proposed Federal Correctional Education Assistance Act for the following possible applications: (1) Development of a needs assessment plan regarding the training needs of correctional education staff members; (2) Evaluate our vocational programs in terms of providing potential employment opportunities; (3) Update and revise our vocational programs; and (4) Provide and update prison school facilities which would enable us to increase our academic and vocational enrollments.

Please consider this letter as part of the official record in support of Senate Bill 615 and H.R. 3684.

If you have any questions, please contact me at (616) 527-2500.

Sincerely yours,

JOHN JABE, *Warden.*